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ABSTRACT

This report describes and evaluates an agency development program designed to aid administrators and supervisors of local social services to achieve effective agency performance. The program was conducted for a period of one year within four local agencies; two additional agencies were used as control groups. Assistance was provided through training, materials, and guidance toward creating positive work context factors. Such factors include employees' attitudes toward the agency and their work, motivation, communication, role perceptions, performance, training, and organizational competence. Results indicate that the agency development program is a feasible means for improving these work context factors. However, much responsibility for the program's success depends on the efforts and skills of the agency's administrators. Also, introduction to the program should be carefully planned to include accurate communication as to its requirements, procedures, and benefits. Implementation should be voluntary on the part of local management. The report contains separate sections on methods, procedures, and evaluation. An outline of administrator and supervisor training programs, a copy of the agency personnel questionnaire, and a list of work context factors and scores are included in appendices. (KC)

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Evaluation of an Organizational Development Program for Social Service Agencies

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SUMMARY

This report presents the results of a project designed to demonstrate and evaluate the effectiveness of an Agency Development Program for local social service agencies. The demonstration project was conducted by the Michigan Department of Social Services within six of the local agencies under its jurisdiction. HumRRO personnel who had been associated with development of the Agency Development Program provided technical assistance to State personnel and analyzed data collected by State personnel to evaluate effectiveness of the program.

AGENCY DEVELOPMENT PROGRAM

The purpose of the Agency Development Program is to equip and assist administrators and supervisors to manage better work context factors which have been identified as relevant to agency effectiveness in two national studies of social service agencies. The assistance is provided through training, materials, and procedures designed to provide guidance for changing the identified factors in directions that are more conducive to positive employee attitudes and improved agency performance. The program rests solidly upon the concept of "self help". It is designed to assist agency managements to help themselves by equipping them with capabilities for assessing their own agency conditions, diagnosing their own problems, and implementing their own strategies for improvement.

The Agency Development Program consists of three types of procedures:

(1) Training programs for administrators and supervisors.

(2) A program for analyzing agency work contexts and implementing strategies for planned change.

(3) Job aids to assist administrators and supervisors in attending to managerial functions found to be essential to effective agency administration.

The above programs and associated materials comprise an integrated system for developing improved functioning and climate within social service agencies.

METHOD

The program was conducted for a period of one year within four local agencies within the state of Michigan. Two additional agencies served as controls. Criterion data were collected in all six agencies prior to start of the program and after its completion. Criteria were measures of agency climate and of a variety of variables indicative of operational effectiveness of the agencies. After completion of the program, HumRRO personnel analyzed the data and prepared this report.

RESULTS

During the demonstration year, positive changes in climate occurred in two demonstration agencies. No changes in climate were found for the remaining two demonstration agencies and the two control agencies.

For the two agencies within which positive climate changes occurred, improvements significantly greater than those for control agencies also were found on the following effectiveness criteria: applications for assistance processed, cost per application processed, WIN placements, savings per WIN placement, quality of Medicaid Screening referrals, and number of overdue redeterminations. In addition, one of the two agencies also improved in total WIN savings.

A third demonstration agency showed significant improvement on the

following criteria: cost per application processed, WIN placements, total WIN savings, WIN savings per placement, and overdue redeterminations. No improvement on any criterion was found for the fourth demonstration agency.

CONCLUSIONS

The above results, together with the logs of significant events kept by agency project coordinators, provide understanding of the differential impact of the Agency Development Program upon the agencies participating in the project. Reasons for the differential impact and their implications are discussed in the report.

The following conclusions are indicated by the results:

(1) When used according to the provided guidance, the Agency Development Program is a feasible and useful means for improving the work contexts and operations of local service agencies.

(2) Successful implementation of the program requires considerable effort and some skill on the part of local agency management. Accordingly, local managers should be provided support in the form of consultants who are knowledgeable of the concepts and procedures of the program.

(3) Adoption of the program by local managers should be voluntary.

(4) Introduction of the program to local managers should be carefully planned and should include full and accurate communication about its benefits, procedures, and requirements.

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Chapter I

INTRODUCTION

This report presents the results of a project designed to demonstrate and evaluate the effectiveness of an Agency Development Program for local social service agencies. The Agency Development Program was developed by the Human Resources Research Organization (HumRRO) under a grant provided by The Social and Rehabilitation Service, U. S. Department of Health, Education, and Welfare. The program is an integrated set of materials which can be used by local social service agencies to improve their work contexts and hence, their overall effectiveness.

The demonstration project for which results are presented herein was conducted by the Michigan Department of Social Services within six of the local agencies under its jurisdiction. HumRRO personnel who had been associated with development of the Agency Development Program provided technical assistance to Michigan Department of Social Services (State) personnel and analyzed data collected by State personnel to evaluate effectiveness of the program.

THE AGENCY DEVELOPMENT PROGRAM

The Agency Development Program was developed as the result of two nationwide studies of social welfare service delivery and financial assistance agencies (Olmstead and Christensen, 1973; Olmstead, Christensen, Salter, and Lackey, 1975). A principal finding of both studies was that the work context within an agency impacts significantly upon the attitudes and performance of its personnel and upon the effectiveness of the agency. Furthermore, a number of discriminable factors within the work context were identified as especially related to performance effectiveness.

These findings are important because the work context is something which agency administrators can influence and control. Although many factors which impact upon an agency are beyond the control of its director and staff, the work context is, in large part, determined by the practices, policies, and ways of working that evolve or are initiated within the agency and, since they originate within the agency, can be influenced and modified by its director and his staff.

For these reasons, it was concluded that the work context should be one important focal point for attempts to improve agency effectiveness. It was further concluded that such attempts could be successful only when implemented from within an agency. That is, since agency directors and their staffs control work contexts, improvements can only be accomplished with the commitment and through the efforts of these same individuals. Although initial impetus might be provided by external sources, the nature of the work context demands that these individuals who control it must be involved in attempts to change it.

Accordingly, it was decided to develop an integrated set of procedures and materials which could be used by the managing personnel of an agency to improve its work context and its effectiveness. The result of this developmental effort was the *Agency Development Program* described in the sections which follow.

Rationale

The purpose of the *Agency Development Program* is to equip and assist administrators and supervisors to manage better those work context factors which were identified in the national studies as relevant to agency effectiveness. This is accomplished through the use of materials, procedures,

and training designed to provide guidance and assistance in changing the identified factors in the direction of a work environment that will be more conducive to positive attitudes and performance.

Fundamental to the program is the concept that, taken together, the various procedures and materials should provide an integrated approach to improving the effectiveness of agencies. Each of the separate components of the program should contribute to the enhancement of managerial performance in a different but related way, and all should contribute to the overall objectives of agency improvement. Thus, when conducted properly, the program is a coordinated effort to assist agency management (administrators and supervisors) to improve the effectiveness of their organization through attention to organizational factors which have been identified as critical for performance.

Another fundamental concept is that all materials should be "self-administering," i.e., capable of use at state and local levels without active intervention and with only minimal guidance by program designers or consultants. Adherence to this concept permits independent use by the various state and local agencies, and adaptation of the materials to unique local conditions.

Finally, fundamental to the approach is the proven premise that improved managerial and supervisory performance cannot be achieved through conceptual learning alone. Effective performance results when job incumbents can diagnose existing conditions and problems accurately and devise and execute effective strategies for changing the conditions or overcoming the problems. Accordingly, instructional materials are heavily weighted toward practical application and the use of practical exercises for the development

of diagnostic and execution skills. Furthermore, procedures and materials designed to assist administrators and supervisors in their daily work emphasize identification and diagnosis of critical conditions and problems and the development of effective strategies for improving them.

It is important to note that the rationale rests solidly upon the concept of "self help." The program is designed to assist agency management personnel to assess their own agency conditions, diagnose their own problems, and implement their own strategies for improvement. This concept derives from considerable evidence that efforts to improve an organization are best accepted and are the most effective when planned and undertaken by members of the organization rather than by individuals external to it. However, it is also important to note that the concept of "self help" carries with it a strong requirement that key people within the organization must be committed to improvement efforts and must be highly motivated to insure that such efforts are implemented. Since agency administrators and key managerial staff at all levels must plan and implement improvement strategies, lack of commitment and low motivation to achieve change can only result in failure of the program.

Procedures and Materials

The Agency Development Program consists of three types of procedures and materials. They are:

(1) Training program for administrators and supervisors.

(2) A program for analyzing agency work contexts.

(3) Job aids for administrators and supervisors.

The program is designed to use the above procedures and materials to, first, provide participants with a conceptual framework and a diagnostic

orientation through the training programs; second, equip administrators with a feasible means for collecting systematic data about their agencies and planning remedial actions through the *Program for Analyzing Agency Work Contexts;* and, third, provide assistance to individual administrators and supervisors in assessing and improving both their personal effectiveness and the climates of their agencies and work groups through the job aids. Thus, the concept of the *Agency Development Program* envisions a developmental effort to improve agency effectiveness through three separate but related types of activities designed to support and complement each other.

Training Programs

Two training programs are included. One program was designed to be appropriate for agency administrators and other higher-level agency personnel. The second program is appropriate for first-line supervisors. Topic outlines of the programs appear in Appendix A.

Although the training methods for the two programs are similar, orientations and contents are different. The program for administrators is oriented toward the management of organizational factors and the leadership of sizable numbers of personnel. On the other hand, the supervisor training program is designed to improve face-to-face leadership and the supervision of relatively small work groups.

Program durations are 40 class hours for each course. The programs are designed in modular format so that training managers may have the option of conducting the training either continuously to completion or periodically, e.g., on a biweekly or weekly basis.

Both programs are heavily weighted in the direction of practical application and the use of practical exercises. Furthermore, training for

administrators includes instruction in use of the *Program for Analyzing Agency Work Contexts* and the job aids. Training for supervisors includes instruction in use of appropriate job aids.

Materials for each program include:

(1) Instructor's Guides

Contain complete instructions for conducting the programs, to include:

(a) Training objectives for each module.

(b) Recommended training schedules.

(c) Lesson outlines.

(d) Instructions for use of the recommended training methods.

(e) Instructions and materials for conducting application exercises.

(f) Required training aids.

(g) Materials for use in evaluating effectiveness of the program.

(2) Student Texts

Contain discussions of all content topics in formats appropriate for anticipated levels of students. The texts are designed to be suitable for use in out-of-class reading assignments and for use as references after completion of training.

(3) End-of-Course Evaluation Materials

Include materials for use by instructors to evaluate their conduct of the programs. Materials are:

(a) Achievement tests for measuring accomplishment of training objectives.

(b) Student reaction questionnaires for obtaining student evaluations and recommendations.

Program for Analyzing Agency Contexts

The purpose of the *Program for Analyzing Agency Work Contexts* is to provide an agency director with the capability for conducting periodic analyses of Agency Work Context and for using the results to plan and execute strategies for improving the effectiveness of his agency. A simplified survey-feedback procedure is the foundation of the program.

Survey-feedback is a procedure in which a questionnaire survey is used to measure the attitudes and perceptions of employees concerning various aspects of an organization's climate, practices, and leadership. (Bowers and Franklin, 1972). Survey data are used for diagnosing organizational climate and functioning and the results are reported back to management personnel and, if desired, all employees. The data provide the basis for planned change in areas identified as requiring improvement. Periodic administrations of a questionnaire also provide data for assessing the effectiveness of implemented change efforts.

In the *Program for Analyzing Agency Contexts*, materials include:

(1) Agency Personnel Questionnaire

A survey questionnaire to be completed anonymously by agency personnel. Items are designed to provide data concerning employee evaluations of agency climate, other factors in the work context, and a number of agency functions subsumed under the rubric of Agency Competence. The questionnaire is shown in Appendix B.

(2) Manual for Program for Analyzing Agency Work Contexts

The manual contains:

(a) Instructions for administering the questionnaire and sampling of personnel if desired.

(b) Instructions for reduction of data and analysis of results. Methods for data reduction involve only simple computations and aids for compiling and reducing data are provided. Scores are provided in terms of 35 Work Context Factors. The factors with their definitions are in Appendix C.

(c) National norms derived from the SRS-HumRRO surveys and guidance for interpreting results and comparing them against norms and previous within-agency results.

(d) Guidance for conducting staff feedback-of-results sessions.

(e) Guidance for identifying critical problem areas and establishing intervention priorities.

(f) Suggested strategies for achieving improvement in identified problem areas.

Job Aids

Three types of job aids are included in the *Agency Development Program*. The same basic types were developed for both administrators and supervisors; however, content and focus of the aids differ for the two levels.

(1) Activities Checklists

For each level, an *Administrator's (Supervisor's) Activity*

Checklist is provided. Purpose of the checklists is to provide administrators and supervisors with convenient, systematic reminders of managerial activities to which attention should be given during the working year. The documents consist of listings of activities which should be performed on either continuing or periodic bases. For periodic activities, appropriate time frames are recommended. The listed activities are those deemed to be necessary if optimal attention is to be given to organizational and work context factors found to impact upon agency and employee effectiveness.

For each checklist, there is provided a manual containing instructions for use of the instrument and brief discussions of the various recommended activities.

(2) Agency and Work-Group Evaluation Forms

Instruments are provided to assist an administrator (Agency Evaluation Form) and a supervisor (Work-Group Evaluation Form) to rate factors in his agency or work group and the work context (1) as he perceives them and (2) as he believes his personnel would rate them. Both types of ratings may then be compared against nationwide norms as derived from the SRS-HumRRO studies. The results will indicate discrepancies between national norms and the two types of ratings made by the individual using the instrument.

It should be emphasized that, for this form, ratings are made by an administrator or supervisor *as he sees the situation* and, accordingly, the utility of this job aid is not to

be confused with that of the *Program for Analyzing Agency Work Contexts* which provides data concerning the actual views of agency personnel. The purpose of this job aid is to assist managerial personnel to make their own interim diagnoses of conditions between periodic administrations of the *Program for Analyzing Agency Work Contexts*.

For each Evaluation Form, there is provided a manual containing instructions for use, norms for comparisons of results, and suggested strategies for intervention in areas identified as in need of improvement.

(3) Self-Evaluation Forms

For each level, an *Administrator's (Supervisor's) Self-Evaluation Form* was developed. These forms enable administrators or supervisors to evaluate their own performance in relevant areas and to use the results for self-improvement strategies. These forms consist of series of scales upon which individuals rate themselves. Items are based upon the same dimensions which are the focus of the *Program for Analyzing Agency Work Contexts*.

For each form, a manual is provided, which contains instructions for use, guidance for interpretation of results, and suggested strategies for improvement.

Summary

Taken together, the materials described above constitute an integrated program for agency development. The program centers around the *Program for Analyzing Agency Contexts*, which is designed to provide agency directors

and supervisory staff with information upon which change efforts can be based. The training programs and job aids are intended to supplement the central program. Thus, the training is designed to equip administrators and supervisors with concepts for understanding the information obtained from the personnel survey and with a framework for planning and implementing indicated strategies for change. Similarly, the job aids are designed to provide administrators and supervisors with guidance and reminders for attending on a daily basis to the work context factors covered by the survey.

The *Program for Analyzing Agency Contexts* uses a survey-feedback procedure, one of the basic organizational development techniques (Bowers, 1971). As with all OD techniques, survey-feedback rests squarely upon the premise that conscious assessment of systematically-identified problems, calculated efforts to determine causes, and careful planning and implementation of changes in causal conditions will lead to a more positive work context, enhanced employee motivation, and, therefore, improved organizational effectiveness. Thus, fundamental to survey-feedback is the premise that, for positive change to occur, administrators and supervisors must periodically set aside day-to-day work activities, consciously examine the indirect processes through which work is accomplished, and, where problems are identified, plan and implement careful strategies for rectifying them.

Of course, the materials are not foolproof. Similarly, the degree to which the program will be successful in improving the performance of an agency will depend, in large part, upon the extent and quality of efforts of agency directors to improve their organizations. The *Agency Development Program* rests solidly upon the premise that self-improvement, agency or

individual, will produce the most lasting results. However, such improvement can occur only when responsible individuals strongly desire it. This means that individuals occupying positions of responsibility and authority within a local agency must genuinely desire change and must strive to achieve it in a constructive fashion.

Chapter 2

METHOD

The purpose of the project reported herein was to demonstrate and evaluate the efficacy of the Agency Development Program for improving the work context and the effectiveness of local social service agencies. In this chapter, the demonstration project and methods used for conducting the evaluation are described.

THE DEMONSTRATION PROJECT

The project was conducted during the period July 1, 1975 - June 30, 1976 in six agencies within the state of Michigan. Four agencies were designated "demonstration agencies" and conducted the Agency Development Program. Two additional agencies were designated "control agencies." These control agencies were not exposed to the Agency Development Program; however, criterion data were collected in both control and demonstration agencies, thus permitting comparisons between agencies receiving the program and those not receiving it.

The Agencies

The six participating agencies were selected by State office personnel from a list of agencies whose directors had volunteered to participate. A letter from the State office was sent to all county agencies. The letter described the proposed project and requested interested directors to indicate willingness to participate. From a list of responding agencies, four were selected to serve as demonstration agencies. Then, two additional agencies were chosen to serve as controls.

Following are the agencies which were finally selected:

Demonstration Agencies

Agency	Number of Employees
Northwest District, Wayne County	195
Genesee County	438
Washtenaw County	170
Midland County	54

Control Agencies

Agency	Number of Employees
Southwest District, Wayne County	155
Ionia County	46

It is apparent that the demonstration agencies represent a wide range in terms of size and type of population served. The two control agencies represent the extremes of the range within demonstration counties. Southwest District of Wayne County is a district office within the giant Wayne County agency which serves Detroit and suburbs within Wayne County. Southwest District was included to serve mainly as a control for Northwest District, which is another district office within Wayne County. It was felt that Wayne County, with its intensely concentrated urban population is sufficiently different from other areas within the state to warrant a special control agency to match Northwest District. Another reason for including Southwest District as a control for Northwest is that the overall Wayne County is a centralized operation with much of policy and procedures administered from and by a central county headquarters. Thus, in some instances, the director of Northwest District does not exercise as much latitude as do directors of smaller county agencies. For this reason, it was felt desirable to include a similar district of Wayne County for comparison.

Ionia County is a small agency and is most similar to Midland. Since agency size is an important determinant of work context, it would have been desirable to include a third control agency of some similarity to Genesee or Washtenaw Counties. However, such was not the case and, accordingly, interpretations of comparisons between demonstration and control agencies will take size disparities into account.

Agency Coordinators

Within each agency, one individual was appointed to serve as coordinator for the program. Under direction of the State program coordinator, agency coordinators collected required data within their respective agencies, insured that surveys were conducted according to schedule, and maintained records of program activities. Most important, each coordinator maintained a log of events pertinent to the program. It was the special responsibility of each coordinator to record (1) any significant events occurring within the agency which might impact upon climate and effectiveness of the agency and (2), for demonstration agencies, decisions, plans, and implementation strategies which resulted from the program and might exert an effect upon the evaluation data.

Training Programs

During July 1975, HumRRO personnel conducted a one-week training program for four State personnel who were to conduct the Supervisor Training Programs. Purpose of this training was to provide State trainers with full understanding of the rationale of the program and familiarize them with the training materials and procedures.

During the latter part of July, HumRRO personnel conducted a one-week training program for "administrators." Participants included directors and

assistant directors of the demonstration agencies and certain other personnel above the level of first line supervisors. Simultaneously, State trainers conducted one-week programs for first-line supervisors. During each of two weeks, two teams of trainers conducted the supervisors program at locations convenient to the demonstration agencies. Thus, within a period of approximately three weeks, all administrators and supervisors were exposed to the training required by the Agency Development Program.

Personnel Surveys

During the first month of the project, Agency Personnel Questionnaires were administered to all personnel in both demonstration and control agencies. Approximately five months later, the questionnaires were again administered in demonstration agencies only. Finally, during June 1976, the final month of the project, questionnaires were again administered to all personnel in both demonstration and control agencies.

Data from the first and third administrations of the questionnaire provide "before and after" measures of climate within the agencies and permit comparisons between control and demonstration agencies to determine effects of interventions within demonstration agencies.

Data Feedback

Immediately following the first questionnaire administration, HumRRO personnel analyzed questionnaire data for each demonstration agency. Then, a HumRRO representative and a State representative met with each agency director and his administrative and supervisory staff. The HumRRO representative reported the results for the particular agency and, together with the State representative, assisted local agency personnel in identifying work context factors which appeared amenable to change efforts. Available time did not

allow for detailed planning during feedback sessions; however, in most agencies, tentative general plans for later development of change strategies were agreed upon.

The feedback process was repeated following the second administration of the questionnaire within demonstration agencies. HumRRO and State personnel met with local agency staff, data from the second administration were reported, and any changes in scores on work context factors were noted. Where change efforts had occurred, they were reviewed and their impact, or lack of impact, was discussed. Again, detailed planning and implementation were left for later internal agency efforts.

EVALUATION PROCEDURES

Prior to beginning of the project, a variety of "criterion measures" were identified by State Office personnel as probably relevant and data pertinent to these criteria were collected within the demonstration and control agencies. Data were again collected after completion of the program (June 30, 1976) by State and local personnel. For some criteria, data were not complete and, accordingly, fully appropriate analyses were not possible. In particular, certain data from Northwest and Southwest districts of Wayne County were not recoverable because records were kept in a central file for all of Wayne County and it was not possible to extract the data for the relevant districts.

For some measures, data for the entire year preceding the demonstration year were available. Thus, it was possible to compare "base year" with "demonstration year" to determine impact of the program. For other measures, only data for certain points in time prior to and after the program were available.

Following are descriptions of the criterion variables used in the evaluation:

(1) Applications Processed - Number of applications for assistance that were processed by each agency during each month.

(2) Administrative Costs - Costs for operating an office during base and demonstration years.

(3) WIN Program - Savings in assistance payments and number of placements for employment attributable to the Work Incentive Program.

(4) Supervisory Activities - Percents of time spent by supervisors on various activities, measured by supervisory time sampling at two points before and after the Agency Development Program.

(5) Medicaid Screening - Medicaid screening openings that were filled and appointments that were made but not met by clients.

(6) Overdue Redeterminations - Percent of ADC and all other cases overdue for scheduled review.

(7) CCPIS Critical Errors - Number of critical errors noted by case auditors in transactions related to delinquent and neglected state wards.

(8) Turnover - Percents of agency work force separated during two comparable periods in base and demonstration years.

(9) Absenteeism - Number of absences and hours absent per employee during two comparable three-month periods in base and demonstration years.

The criterion data were collected by State and local agency personnel and mailed to HumRRO for analysis. HumRRO personnel used the data provided by the State coordinator to conduct the analyses reported here. All data

provided to HumRRO was analyzed; however, because, in some instances, the data were incomplete, only those results in which reasonable confidence can be placed are presented in this report.

Chapter 3

RESULTS

The *Agency Development Program* is based upon a rationale which states that conscious attempts of administrators and supervisors to implement sound managerial and supervisory practices within an agency will result in a climate (work context) characterized by effective communication, clear understandings by all personnel of agency goals and policies, supervisory practices which provide clear role definitions to employees and encourage high levels of motivation, reasonably high levels of employee satisfaction, and effective decision processes through which the agency accomplishes its work. In turn, an agency possessing such characteristics should be effective according to criteria indicative of accomplishments related to its principal missions or objectives. Similarly, an agency which, through efforts of its management, improves its climate should also show improvement on relevant performance criteria.

Of course, it is reasonable to expect the intervening factors, eg., imposition of new programs or radical changes in procedures by State or Federal authorities, may impact seriously upon the climate and functioning of a local agency. In fact, such events occurred throughout the demonstration program which is the subject of this report. However, it is the mark of a good management to administer radical or unexpected changes so that a minimum of turbulence is experienced by an organization's personnel. Accordingly, effective implementation of such imposed changes should result in minimal detrimental effects upon both climate and the functioning of agencies.

For evaluation purposes, measures were obtained of (1) agency climates and (2) agency effectiveness as evidenced by a number of performance indi-

cators judged by State project personnel to be reasonable criteria. In the following analysis, results concerned with agency climates will be presented first. These results will permit a determination of whether implementation strategies were effective in achieving positive changes in climate within the various agencies. Then, results will be presented for relevant criteria of agency performance.

Throughout the presentation of results, it should be recalled that data on performance criteria were incomplete in many instances for reasons discussed earlier. Furthermore, because of the small number of agencies involved, it was not possible to compute reliable inferential statistics for performance indicators. Accordingly, descriptive statistics predominate in the results to be presented.

AGENCY CLIMATE

The Agency Personnel Questionnaire provides a measure of climate within agencies. It is an indirect measure in that scores represent the perceptions of personnel concerning various factors identified in earlier studies as representative of agency climate. By definition, "climate" is the atmosphere within an agency which reflects its characteristic ways of working and management practices. The Agency Personnel Questionnaire measures how the members of an agency perceive the various factors of which "climate" is comprised on 5-point rating scales.

From employee responses to the questionnaire, scores are derived on 35 separate climate (work context) factors (see Appendix C). For one person, his factor score is the mean of his responses to the questionnaire items comprising that particular factor. An agency's factor scores are means of the data scores for all individuals in that agency or a sub-group

of personnel within the agency. Thus, an agency factor score may range from 1 to 5, with 1 representing the lowest negative response and 5 representing the highest positive response.

Agency Climate Scores are the sums of the 35 agency factor scores. Thus the highest possible Agency Climate Score is 175 and the lowest possible score is 35.

In the project reported here, scores on the Agency Personnel Questionnaire were used in two ways. First, as described in an earlier section, the questionnaire was administered in demonstration agencies before, approximately midway, and at the conclusion of the project. Results from the first and second administrations were reported back to demonstration agencies to serve as data to be used as bases for planning of change strategies. Second, the questionnaire was also administered to control agencies simultaneously with the first and third administrations to demonstration agencies. Thus data from first and third administrations were available for both control and demonstration agencies, thus permitting comparisons of climates before and after the Agency Development Program.

Climate Scores

Table 1 shows a "before and after" comparison of Agency Climate scores for control and demonstration agencies. The table shows no change in overall climate for the two control agencies. On the other hand, climate scores show significant positive changes for two demonstration agencies -- Midland and Washtenaw. For the other two demonstration agencies, Genesee and Northwest District, no overall change in climate occurred.

The data in Table 1 indicate *degree* of change in overall climate for the various agencies during the demonstration year. Thus, in terms of

change in overall climate, two demonstration agencies reflected positive results.

Table 1

Impact of Development Program Upon Agency Climates

Agency	Agency Climate		Factor Scores[1]					
			Before		After			
	Before	After	Mean	S.D.	Mean	S.D.	t	p
Ionia*	113.40	118.27	3.24	.37	3.38	.33	1.66	NS
Southwest Dist.*	108.99	106.98	3.11	.45	3.06	.43	.55	NS
Midland*	117.61	123.96	3.36	.39	3.54	.37	1.99	<.05
Genessee	103.17	104.03	2.95	.43	2.97	.44	.24	NS
Northwest Dist.	102.76	96.80	2.94	.49	2.77	.49	1.46	NS
Washtenaw	95.52	106.31	2.80	.50	3.04	.39	2.20	<.05

[1] For all agencies, N = 35 factors
Degree of freedom = 68
* Control Agencies

Factor Scores

Appendix D shows "before and after" factor scores for all control and demonstration agencies and Table 2 summarizes numbers of factors in which significant changes occurred for the various agencies.

From Table 2, it can be seen that positive changes occurred on some factors for each of Midland, Genesee, and Washtenaw agencies. However, because positive changes were noted on seven factors for Ionia also, only Washtenaw changed on a sufficient number of factors to be significantly different from the control agency. Genessee actually changed on fewer factors than Ionia.

Table 2

Summary of Changes in Factor Scores for Control and Demonstration Agencies

Agency	Number of Work Context Factors				
	Not Changed	Positive Change	Negative Change	Chi[1] Square	*p*
Ionia	28	7	0	-	-
Midland	25	10	0	.70	NS
Genessee	31	4	0	.97	NS
Washtenaw	14	21	0	11.68	<.01
Southwest	31	1	3	-	-
Northwest	20	0	15	11.37	<.01

[1]Chi Squares for Midland, Genessee, and Washtenaw computed separately in comparison with Ionia. Chi Square for Northwest computed in comparison with Southwest.

Changes for Northwest were compared against Southwest District and a significant difference between the two agencies was found. However, changes on all factors for Northwest were negative, ie., employee attitudes were less positive after the demonstration year than before. Southwest showed negative changes on three factors and little change on most others; however, the large number of negative changes for Northwest is a significant difference between the two agencies.

A question can be raised as to the legitimacy of comparing Genessee with Ionia because of the vast differences in size and other characteristics of the two agencies. Accordingly, Genessee was also compared with Southwest District, the other control agency which is larger and more urban than Ionia. Again, no difference was found between Genessee and Southwest. It appears that the demonstration program had little effect upon the climate within the Genessee agency.

When overall climate scores were compared (Table 1), Midland and

Washtenaw showed significant positive increases in overall climate. However, when changes on numbers of factors were examined (Table 2), only Washtenaw showed a significant increase over Ionia. This discrepancy between the two analyses is explained by the fact that Midland changed on only three more factors than Ionia, a difference not sufficient to be significant in terms of numbers of factors. On the other hand, the changes which did occur on Midland's 10 factors were sufficiently large in degree to result in a significant difference in overall climate scores even though the numbers of factors on which changes occurred were quite close.

It can be concluded that significant positive changes occurred in the climates of two demonstration agencies (Midland and Washtenaw). For two other demonstration agencies (Genessee and Northwest), no significant changes occurred.

EFFECTIVENESS CRITERIA

Basic data concerning a variety of criteria were collected by State project personnel and were provided to the evaluation contractor for analysis. These data were analyzed to the fullest extent possible using a variety of indices which appeared to possess potential as useful indicators of effectiveness. A major problem in the analyses involved the issue of comparability. Since the participating agencies differ widely with respect to size and caseload, raw criterion data could not be meaningfully compared. Therefore, it was necessary to derive various indices which would permit comparison of the agencies on common bases. For the most part, the data presented below are in terms of the indices.

Comparability of Environments

In large part, the activities of social welfare agencies are governed

by the demand characteristics of their environments. Significant events within the community served by an agency can exert a radical impact upon the agency's functioning and, therefore, upon its effectiveness. Thus, unusual circumstances such as civil disasters, strikes, excessive unemployment, etc., may place unusual demands upon an agency and these demands can seriously affect ability of the agency to accomplish its mission. Similarly, unusual environmental demands placed upon one agency during the demonstration project could raise serious questions about the comparability of that agency's data with those of agencies not affected by such demands.

Unemployment within a community is highly related to work demands placed upon its social welfare agency. Increased unemployment leads to increased requests for welfare assistance. Accordingly, an important consideration in evaluating the comparability of effectiveness data is the extent to which unemployment trends were also comparable between the agencies being studied.

For Ionia, Midland, Genessee, and Washtenaw counties, unemployment data were obtained and percentages of population that were unemployed were computed for the period July 1974 - July 1976. Correlation coefficients for monthly percentages of unemployment were then computed to determine the similarity of unemployment fluctuations between the above agencies. Unemployment data could not be obtained for areas served by Northwest and Southwest Districts. It is assumed that such data are similar for these two districts.

Table 3 shows the correlation coefficients between unemployment percentages for the various agencies. Coefficients range from .72 (Midland-

Genessee) to .90 (Ionia-Washtenaw). Relationships within this range are sufficiently high to warrant the conclusion that unemployment trends were quite similar among the communities represented by the four agencies. Therefore, there is no reason to suspect that unemployment could have differentially affected the data to be used in evaluating agency effectiveness.

Table 3

Correlations of Unemployment Trends[1]

Agency	Ionia	Midland[2]	Genessee	Washtenaw
Ionia	-	.82	.86	.90
Midland[2]		-	.72	.73
Genessee			-	.84
Washtenaw				-

[1]Product-moment correlation coefficients computed on monthly percentages of unemployment.

[2]For correlations involving Midland, July, August, and September of 1974 were not included because a strike during these months resulted in unusually high percentages of unemployment.

Applications for Assistance

Applications for Assistance (Form DSS-201) provide an indicator of the workload of an agency and the number of applications processed in relation to the number received is an indicator of effectiveness. Thus, an agency which, during a month, processes all of the applications it receives is more effective than one which is able to process only 75 percent of applications received.

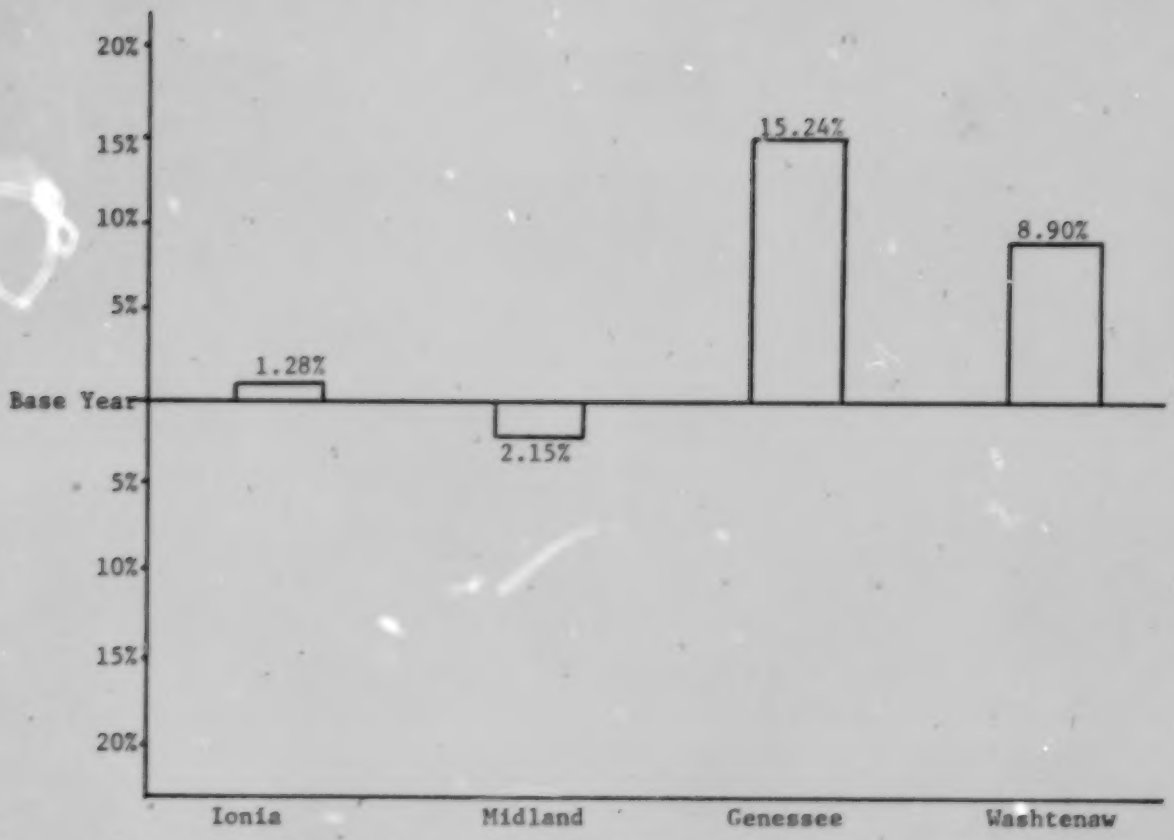

Figure 1: Changes in Applications Received

Figure 1 shows changes in mean monthly application load from the base to the demonstration years for Ionia, Midland, Genessee, and Washtenaw Counties. Data were not available for Southwest and Northwest Districts. Table 4 compares number and percent of applications processed monthly for the same counties. Comparison of numbers of applications processed is not meaningful because of varying application loads among the agencies. On the other hand, percent of applications processed permits a meaningful comparison.

Table 4

Comparison of Applications for Assistance Processed

Year	Mean Applications Processed per Month							
	Ionia		Midland		Genessee		Washtenaw	
	Number	Percent[1]	Number	Percent[1]	Number	Percent[1]	Number	Percent[1]
Base	201.25	67	241.58	75	2047.58	75	817.42	47
Demonstration	195.17	64	233.58	74	2040.72	65	993.08	52

[1]Percent = monthly mean percent of applications received that were processed. Applications are for ADC, Medical Assistance, Food Stamps, and General Assistance.

From Figure 1 and Table 4, it can be seen that, with an increase in application load of 1.28 percent from base to demonstration years, percent of applications processed by Ionia decreased three percent. On the other hand, application load for Midland decreased 2.15 percent but percent of applications processed also decreased by one percent, thus, effectiveness level for Midland remained approximately the same.

Greatest increase in application load occurred in Genessee County (15.24 percent). When application load increased, percent of applications processed by Genessee decreased 10 percent. Thus, Genessee did not maintain its effectiveness level in the face of an increased load. In contrast, application load for Washtenaw increased 8.90 percent and percent of applications processed also increased 5 percent.

These data indicate that, in comparison with the control agency, effectiveness levels in terms of applications for assistance remained approximately the same for one demonstration agency (Midland) and increased for another agench (Washtenaw). For the remaining demonstration agency,

Genessee, the effectiveness level decreased with an increased application load. It should be noted that Midland and Washtenaw are the two agencies for which climate scores increased during the demonstration year.

Administrative Costs

Percent of applications processed is an indicator of effectiveness. On the other hand, cost per processed application provides a measure of efficiency. Total operating costs for base and demonstration years were computed for Ionia, Midland, Genessee, and Washtenaw Agencies. For each agency, the administrative cost was divided by number of applications processed to obtain the cost to process one application.

Table 5

Comparison of Costs Per Processed Application
(Form 201)

Year	Cost (Dollars) Per Application Processed			
	Ionia	Midland	Genessee	Washtenaw
Base	254.66	274.23	249.28	234.48
Demonstration	266.87	265.79	239.91	197.20
Percent Change	+4.79	-3.08	-3.76	-15.90

Table 5 shows cost per application processed and percent of change in such cost between base and demonstration years. The table shows that, for the base year, cost per application processed was highest for Midland ($274.23) and lowest for Washtenaw ($234.48). Costs for Midland were $19.57 per application more than for Ionia.

However, for the demonstration year, costs for Midland decreased by 3.08 percent, whereas costs for Ionia increased 4.79 percent to $266.87

per application. Thus cost per application for Midland was $1.08 less than for Ionia during the demonstration year. Genessee also reduced costs by 3.76 percent and thus increased the difference between it and the control county (Ionia) from $5.38 per application to $26.96.

Finally, Washtenaw obtained the greatest reduction in costs (15.90 percent) among all of the agencies. Where Washtenaw was $20.18 lower than Ionia for the base year, this difference increased to $69.67 for the demonstration year.

Thus, whereas costs per application processed increased for the control agency, costs were reduced for all three demonstration counties during the demonstration year. Furthermore, the control agency (Ionia) moved into top position with respect to costs, with Midland second, and Genessee third. Washtenaw retained its position as lowest in cost, and, in fact, the difference between it and the next lowest agency, Genessee, was increased considerably.

WIN Program

One purpose of the Work Incentive Program is to remove clients from welfare and, thus, to reduce expenditures for financial assistance. Accordingly, the number of individuals placed by the WIN program and, equally important, the savings in financial assistance payments achieved through such placements are valid indicators of agency effectiveness. Although somewhat related, number of placements and achieved savings for an agency are not perfectly correlated because savings vary according to the particular circumstances and remaining financial requirements of individual clients.

Table 6 shows mean monthly placements and savings during base and

demonstration years for Ionia, Midland, Genessee, and Washtenaw Counties. Again, data were not available for Southwest and Northwest Districts.

Table 6

WIN Placements and Savings Monthly Average

Year	Mean Monthly Placements and Savings[1]							
	Ionia		Midland		Genessee		Washtenaw	
	Placements	Savings (Dollars)	Placements	Savings (Dollars)	Placements	Savings (Dollars)	Placements	Savings (Dollars)
Base	10.73	1,821.09	10.64	2,682.54	8.79	1,553.22	4.30	597.10
Demonstration	10.83	2,985.92	14.50	4,415.25	13.78	4,197.78	8.00	1,971.60
Percent Change	+.9	+64	+36	+65	+57	+170.26	+86	+230.20

[1]Data not available for Northwest and Southwest Districts, Wayne County.

For the control county (Ionia) mean monthly placements were approximately the same for base and demonstration years. On the other hand, all demonstration counties showed significant increases in placements (Midland, 36 percent; Genessee, 57 percent; Washtenaw, 86 percent). Thus, in terms of number of placements, all demonstration counties were more effective than the control county.

For all agencies, increases in savings were found. Ionia increased savings by 64 percent and Midland increased by 65 percent. Thus, there was little difference between Midland and the control county in percent of increase in savings due to the WIN Program. Both agencies showed similar increases. In contrast, Genessee increased savings by 170.26 percent and Washtenaw increased by 230.20 percent, both increases being considerably larger than that exhibited by the control county.

Table 7 shows mean savings per WIN placement. Two agencies, Genessee and Washtenaw, increased average savings to a larger degree than the control county. Percent increase for Midland was considerably less than the control county and the other two demonstration counties. On the other hand, Midland mean savings were much higher than any of the other agencies for the base year and, accordingly, it would be expected that it would be more difficult for the agency to achieve additional savings. That is, a principle of diminishing returns probably operates with respect to savings; the higher the starting point, the less potential for large increases exists. Despite its lower percent of increase, Midland still remained among the highest agencies in mean savings per WIN placement for the demonstration year.

Table 7

Mean Saving Per WIN Placement

Year	Agency[1]			
	Ionia	Midland	Genessee	Washtenaw
Base	169.76	252.21	176.95	138.86
Demonstration	275.62	304.50	304.68	246.45
Percent Change	62.35	20.73	72.18	77.48

[1]Data not available for Northwest and Southwest Districts, Wayne County.

With respect to number of WIN placements, it can be concluded that all three demonstration counties were more effective than the control county. For savings, two demonstration agencies, Genessee and Washtenaw, were more effective and one agency (Midland) was equally as effective as the control county.

Medicaid Screening

The Medicaid Screening program provided two sources of data. The first source involved the percent of screening openings paid for by an agency for which clients appeared and were screened. This "percent of openings filled" depends upon the number of referrals made by the agency each month and provides an index of efficiency, ie., a measure of the percent of the screening openings reserved in advance by the county that were actually used.

The second source involved the percent of screening appointments made by the agency but not kept by the client. These "appointments made but not kept" reflect the quality of referrals, ie., the skill of workers in persuading clients to actually keep Medicaid screening appointments that have been made for them.

Table 8

Medicaid Screening Openings Filled

Year	Mean Monthly Percent of Openings Filled					
	Ionia	Southwest	Northwest	Midland	Genessee	Washtenaw
Base	72.55	33.73	31.00	72.09	67.46	47.82
Demonstration	54.83	37.60	36.64	53.92	52.58	36.64
Percent Change	-24.43	+11.47	+18.19	-25.21	-22.06	-23.38

Table 8 shows the mean monthly percent of screening openings filled for all agencies that participated in the project. Comparisons are most meaningful for Midland, Genessee, and Washtenaw against Ionia, a control

agency, and Northwest District against Southwest District, the second control county.

With respect to the first group of agencies, Ionia, Midland, and Genessee had quite similar percents of openings filled for the base year and this similarity persisted for the demonstration year but with reductions in percent filled for all three agencies. Washtenaw had a much lower percent of openings filled during the base year and this pattern was repeated in the demonstration year. However, it is useful to note that percents of change are quite similar for all agencies in this group. Thus, although Washtenaw had a much lower percent of openings filled in both years, percent of change is quite similar to the other three agencies. Unfortunately, for all agencies in this group, percents of openings filled decreased by approximately 22 - 25 percent, indicating lessening of efficiency for all agencies. No information was available to the author concerning possible reasons for such reductions.

Southwest and Northwest Districts increased their percents of openings filled, with Northwest having 6.72 percent larger increase than Southwest, the control agency. However, percents of openings filled for both districts were significantly lower than for all other agencies except Washtenaw.

Table 9 compares Medicaid screening appointments made but not kept for Ionia, Midland, Genessee, and Washtenaw. Data were not available for Southwest and Northwest Districts. For this index, lower percents of appointments not kept are more desirable, ie., the lower the percent, the better the performance of the agency.

Table 9

Medicaid Screen Appointments Made
But Not Kept

Year	Mean Monthly Percent of Appointments Not Kept			
	Ionia	Midland	Genessee	Washtenaw
Base	29.00	21.58	45.17	45.92
Demonstration	45.00	16.36	56.00	44.82
Percent Change	+66.67	-24.19	+23.98	-2.40

From Table 9, it can be seen that Ionia, the control county, showed an increase of 66.67 percent in appointments not kept, as contrasted with an increase of only 23.98 percent for Genessee and reductions of 24.19 and 2.40 percents for Midland and Washtenaw respectively. Thus, in comparison with the control agency (Ionia), all three demonstration agencies had decisively better results insofar as appointments made but not kept are concerned.

In summary, efficiency (openings filled) in Medicaid screening decreased for Midland, Genessee, and Washtenaw approximately the same percent as for the control agency (Ionia), indicating no difference between demonstration and control county and, since similar decreases were noted for all, suggesting the possibility of the uniform impact of some factors other than the Agency Development Program upon the agencies. Conceivably, some procedural or administrative intervention imposed upon all agencies may have affected the results. With respect to quality of Medicaid screening referrals (appointments made but not kept), the three demonstration

agencies that were studied performed better than their control agency. Thus, for Medicaid screening, results were mixed. Efficiency showed a decrement which cannot be logically attributed to the Agency Development Program and quality of referrals improved.

Overdue Redeterminations

Table 10 summarizes Overdue Redeterminations for Programs C, M, N, P, and Q and Table 11 compares Overdue Redeterminations for ADC only. Data were not available for Southwest and Northwest Districts.

Table 10

Overdue Redeterminations: Programs C, M, N, P and Q

Year	Mean Monthly Overdue Redeterminations[1]							
	Ionia		Midland		Genessee		Washtenaw	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent
Base	62.50	4.40	358.33	20.30	5104.75	31.53	1791.33	33.03
Demo.	73.00	4.91	170.09	9.34	2574.18	14.96	1302.00	21.66
Percent Change	+16.80	+11.59	-52.53	-53.99	-49.57	-52.55	-27.32	-34.44

[1]Data not available for all months in each year. Means computed on basis of months for which data were available.

For Programs C, M, N, P, and Q (Table 10), all demonstration agencies studied had sizable reductions in mean monthly overdue redeterminations in the demonstration year as compared with the base year. On the other hand, the control county (ionia) showed a slight increase. This pattern holds for both numbers of overdue redeterminations and percents of scheduled redeterminations that were overdue.

Table 11

Overdue Redeterminations: ADC Program

Year	Mean Monthly Overdue Redeterminations[1]							
	Ionia		Midland		Genessee		Washtenaw	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent
Base	48.00	6.45	139.33	14.77	4636.25	38.43	1432.67	41.17
Demo.	29.55	3.84	86.54	8.29	2276.64	14.80	836.10	22.19
Percent Change	-38.44	-40.47	-37.79	-43.87	-50.89	-61.15	-41.64	-46.10

[1]Data not available for all months in each year. Means computed on basis of months for which data were available.

The pattern is somewhat different for the ADC program (Table 11). All demonstration counties studied showed large reductions in numbers and percents of overdue redeterminations. However, Ionia, the control county, achieved similar reductions for ADC. Although some variability in percent change occurred among the four agencies studied, differences between them are not significant for practical purposes. All achieved somewhat similar reductions in overdue redeterminations for ADC. This suggests the possibility of some central administrative emphasis upon reduction of ADC overdue redeterminations within all agencies rather than an effect of the Agency Development Program. On the other hand, it cannot be legitimately concluded that the Agency Development Program did not have an effect upon ADC redeterminations. The data in Table 11 are merely inconclusive.

Table 12 (Total Program) and 13 (ADC) show quarterly trends of overdue redeterminations during the demonstration year and provides compari-

sons of quarterly data against results for the base year. These data also support the conclusion of possible effects of the Agency Development Program. In both tables, it can be seen that Ionia began the demonstration year with reductions in overdue redeterminations but, during the last quarter, showed sufficient increases to return monthly means to levels even higher than the base year. In contrast, trends for all demonstration agencies show progressively smaller percents of overdue redeterminations throughout the demonstration year.

Table 12

Overdue Redeterminations, Quarterly Means:
Total Program

Period	Mean Monthly Overdue Redeterminations[1]							
	Ionia		Midland		Genessee		Washtenaw	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent
Base Year	62.50	4.40	358.33	20.30	5104.75	31.52	1791.33	33.03
Demo Year:								
1st Qtr.	77.33	5.40	268.00	13.50	3554.33	21.33	899.00	15.65
2nd Qtr.	64.00	4.30	238.50	13.30	2835.33	16.43	1797.00	30.00
3rd Qtr.	-	-	135.00	7.46	2272.00	12.70	1431.00	23.25
4th Qtr.	77.66	5.03	78.33	4.40	1533.33	8.63	989.66	16.26

[1]Data not available for all months, means computed on basis of months for which data were available.

Thus, when trends throughout the year are examined, differential trends that may be attributed to the Agency Development Program are noted in all demonstration agencies. The size of the reductions are large and the trends appear to be sustained enough to be genuine.

Table 13

Overdue Redeterminations, Quarterly Means: ADC

Period	Mean Monthly Overdue Redeterminations[1]							
	Ionia		Midland		Genessee		Washtenaw	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent
Base Year	46.00	6.43	139.33	14.77	4636.25	38.43	1432.67	41.17
Demo.Year:								
1st Qtr.	18.67	2.83	48.00	4.83	2569.00	21.43	499.00	13.90
2nd Qtr.	14.00	1.77	158.50	15.50	2072.00	16.63	1328.30	35.56
3rd Qtr.	-	-	98.00	8.23	1671.00	12.90	822.00	22.75
4th Qtr.	56.00	6.93	59.00	6.00	998.67	7.63	538.00	13.87

[1]Data not available for all months. Means computed on basis of months for which data were available.

Employee Turnover

Employee turnover data were compared for two matched periods -- January-September 1975 and January-September 1976. The first period covered six months prior to initiation of the Agency Development Program and the first three months of the program. The second period includes the final six months of the program and the three months immediately following its conclusion. All voluntary separations were included in these data.

Table 14 compares turnover for the two periods. It is appropriate to compare Northwest District against Southwest as the control agency and Midland, Genessee, and Washtenaw against Ionia. From the table it can be seen that whereas turnover in Southwest District was reduced by 15.52 percent during the demonstration period, it increased in Northwest by 43.47 percent during the same period.

Table 14

Comparison of Employee Turnover

Agency	Percent of Work Force Separated		Percent Change
	Jan.-Sept.1975	Jan.-Sept.1976	
Ionia	4.30	8.20	+90.70
Southwest	5.80	4.90	-15.52
Northwest	4.60	6.60	+43.47
Midland	1.90	6.70	+252.63
Genessee	4.60	10.70	+132.61
Washtenaw	10.60	5.40	-49.06

For the remaining agencies, turnover in the control county (Ionia) increased by 90.7 percent and also increased in Midland and Genessee by considerably larger percents, 252.63 and 132.61 percents respectively. Turnover was reduced only in Washtenaw County (49.06 percent).

Thus, turnover rate was improved for only one demonstration agency. In fact, it significantly increased for the three other demonstration agencies. It appears that the Agency Development Program had no beneficial effects insofar as reducing turnover is concerned.

Absenteeism

Absence from work has been found frequently to be negatively correlated with employee satisfaction and with organizational climate. Accordingly, an attempt was made to use absence rate as one criterion in the present project. Number of occurrences of absence and total numbers of hours employees were absent from work were collected covering a three-month period just prior to initiation of the Agency Development Program and a similar period immediately following conclusion of the Program. For

each agency, data for the two periods were compared and percents of change in numbers of occurrences and hours of absence were computed.

Table 15

Absence Rates for Matched Three Month Periods

	Base Period	Demo. Period	Percent Change	Base Period	Demo. Period	Percent Change
		Ionia			Southwest District	
Occurrences:						
Number	252	294	+17	727	1181	+62
Mean per employee	5.5	6.0	+9	4.7	7.0	+49
Hours Absent:						
Number	2152	2114	-2	7171	8927	+24
Mean per employee	46.8	43.1	-8	46.3	53	+15
		Midland			Northwest District	
Occurrences:						
Number	268	392	+46	939	1533	+63
Mean per employee	5.0	6.6	+32	4.8	6.8	+42
Hours Absent:						
Number	2629	2736	+4	7687	12194	+59
Mean per employee	48.7	46.4	-5	39.4	53.7	+36
		Washtenaw			Gennessee	
Occurrences:						
Number	816	1009	+24	2131	2707	+27
Mean per employee	4.8	5.5	+15	4.9	5.8	+18
Hours Absent:						
Number	6072	8115	+34	18469	21086	+14
Mean per employee	36.0	44.0	+22	42.0	45.0	+7

Table 15 shows absence rates covering the two matched three-month periods for all agencies. In interpreting these data, it is important to

keep in mind that they include all annual and sick leave, ie., absences for vacations as well as those incidental absences which have been found to be sensitive to satisfaction and climate are included in the rates shown.

Table 15 shows that occurrences (number) of absences increased during the demonstration period for all agencies. Furthermore, hours absent increased for all agencies except Ionia (control agency) where a small decrease occurred. The same results were found when employee means were computed, except for Midland where a five percent reduction in mean hours per employee occurred. Mean occurrences per employee were quite comparable between the demonstration agencies and their respective control agencies. No differences of consequence were found.

Thus, no differences in absence rates that could be attributed to the Agency Development Program were found. It is concluded that the Program did not exert any effects as evidenced by the absence data that were available. It is possible that more selective data might have revealed some differential effects.

SUPERVISORY FUNCTIONS

Random-moment time studies of supervisory activities were conducted during the periods July 8 - July 18, 1975 (Before) and July 12 - July 23, 1976 (After). For each administration of the time studies, supervisory staff members classified their current activities during approximately 60 random moments according to a set of 13 supervisory activities. Thus, for each time period, 60 random samples of activity were available for each individual who participated in the studies.

With the data obtained in the studies, it was possible to compute the percents of each work day devoted to each of the 13 supervisory activities and, then, to convert these percents to minutes and hours devoted to

each activity. Tables 16 and 17 show mean hours per employee week devoted to the various supervisory activities for Assistance Payments and Services personnel respectively.

With respect to supervisory activities, the question to be asked is whether time devoted to the various supervisory activities was distributed differently after the demonstration program than prior to it and, if differences occurred, whether post-program patterns of distribution of effort were in directions advocated by the program. To evaluate the hypothesis of no difference in the distributions of supervisory effort, Chi Squares for testing the significance of distribution differences were computed for each agency separately. The resulting Chi Squares are shown in Tables 16 and 17.

From Table 16, it can be seen that for Assistance Payments, the only significant change in the distribution of supervisory activities occurred in Ionia, a control agency. For all demonstration agencies and Southwest District, another control agency, any noted differences were random and could have occurred by chance.

The results for Services supervisory personnel are shown in Table 17. Again, a significant change in the distribution of supervisory activities occurred for Ionia. In addition, a significant difference was found for Midland. No significant changes were found for Southwest, Northwest, Genessee, and Washtenaw. Thus, Midland was the only demonstration agency for which any significant change in supervisory activities occurred. There, Services supervisors spent significantly more time after the program on training, self development in technical skills, and input to improving agency practices -- all of which are activities advocated by the Agency Development Program.

Table 16

Comparison of Supervisory Activities Before and After Agency Development Program Assistance Payments

Function	Mean Hours Per Employee Week											
	Ionia		Southwest		Northwest		Midland		Genessee		Washtenaw	
	Before	After	Before	After	Before	After	Before	After	Before	After	Before	After
Acting as Substitute Worker	2.50	5.20	4.13	1.49	2.32	.61	.37	1.95	1.06	.46	2.23	.43
Training	17.92	1.60	1.40	2.48	1.86	5.92	1.85	3.66	1.62	2.04	2.23	3.35
Managing Workflow	4.17	4.40	9.88	6.04	5.37	5.12	7.10	1.71	3.14	5.88	6.30	4.11
Acting as Resource	5.00	8.40	4.83	4.26	7.69	3.95	10.84	8.78	5.93	8.98	7.08	7.78
Client Contacts	3.75	.80	3.22	2.38	1.99	1.46	1.12	2.93	3.04	1.57	4.59	2.05
Public Contacts	.42	2.80	.07	.20	.13	.61	2.62	1.46	1.12	1.44	2.10	1.73
Evaluating Worker Performance-Reading Cases	.42	4.40	5.18	10.59	5.31	4.65	1.87	4.15	11.61	8.33	5.25	3.14
Evaluating Worker Performance-Other	.00	1.20	1.75	2.38	2.65	1.46	1.50	.98	1.22	1.53	1.18	4.76
Evaluating Unit Performance	1.67	.00	.77	.99	1.39	1.74	.37	.49	.35	.46	.79	3.24
Resolving Personnel Problems	.83	.00	.84	1.19	1.33	2.33	.00	.73	.66	.79	1.44	2.16
Self Development in Technical Skills	.83	4.40	.77	.89	3.78	3.06	2.24	2.68	.61	1.25	1.57	3.89
Input into Improving Agency Practice	1.25	2.80	3.36	2.57	4.71	6.44	6.73	4.63	7.25	1.62	3.54	2.16
Non-Work Activities	1.25	4.00	3.78	4.55	1.46	2.63	3.36	5.85	2.38	5.65	1.70	1.19
Chi Square (df=12)	30.59 $p<.01$		4.92 NS		6.11 NS		9.14 NS		7.98 NS		8.68 NS	

Table 17

Comparison of Supervisory Activities Before and After Agency Development Program Services

Function	Mean Hours Per Employee Week											
	Ionia		Southwest		Northwest		Midland		Genessee		Washtenaw	
	Before	After	Before	After	Before	After	Before	After	Before	After	Before	After
Acting as Substitute Worker	.00	1.42	3.98	1.78	1.14	.00	3.27	1.17	1.94	1.43	.43	.72
Training	1.51	3.54	5.65	5.69	1.37	.71	.82	2.04	2.68	3.51	4.26	1.44
Managing Workflow	5.28	2.48	6.49	4.98	8.23	6.79	7.35	3.50	8.27	7.89	6.81	10.81
Acting as Resource	13.58	8.14	7.33	6.04	5.26	7.14	4.90	2.92	5.96	5.34	7.66	7.03
Client Contacts	.00	.35	1.88	1.42	2.74	1.07	.00	.00	1.27	1.67	.00	.90
Public Contacts	8.30	1.77	2.51	1.78	.91	.36	7.35	2.63	2.09	1.35	1.28	3.24
Evaluating Worker Performance-Reading Cases	.00	1.06	1.05	2.13	.91	7.50	.82	.29	4.10	2.87	5.11	2.88
Evaluating Worker Performance-Other	.75	1.77	1.26	.53	2.06	2.86	.82	.29	1.94	1.83	1.28	2.52
Evaluating Unit Performance	.00	2.12	.63	2.67	.23	.00	.00	.29	1.19	.32	1.70	2.88
Resolving Personnel Problems	1.51	.00	1.68	1.42	3.43	5.71	2.45	.00	1.19	1.04	2.13	1.08
Self Development in Technical Skills	.00	15.58	1.26	2.49	.91	2.14	2.45	17.52	2.53	2.79	1.70	.54
Input into improving Agency Practice	8.30	1.06	1.05	1.78	8.46	4.29	3.27	7.01	4.25	3.75	5.11	1.98
Non-Work Activities	.75	.71	5.24	7.29	4.34	1.43	6.53	2.34	2.61	6.22	2.55	3.96
Chi Square (df=12)	35.48 $p<.01$		4.27 NS		12.16 NS		23.57 $p<.01$		2.69 NS		8.12 NS	

In view of the fact that significant change was found for only one part (Services) of one demonstration agency, it must be concluded that the Agency Development Program had little impact upon the amount of time spent in performing the supervisory activities included in the time studies. However, it should be noted that these results say nothing about changes in the *quality* of supervisory activities. The quality of supervision is evaluated through the Supervision factors of the Agency Personnel Questionnaire, the results for which are presented in the Agency Climate section of this chapter. From those results, it is apparent that quality of supervision improved for two of the demonstration agencies (Midland and Washtenaw).

Chapter 4

DISCUSSION

The results presented in Chapter 3 are far from clear-cut; however, in studies where multiple criteria involving complex organizational performance are involved, mixed results are not surprising. Numerous uncontrolled factors can intervene and those variables which are the focus of study are rarely uncontaminated by conditions which may change frequently during the course of a study.

The data are clear that positive changes in climate occurred only in the Midland and Washtenaw agencies. No changes in climate occurred in Genessee and Northwest and in the two control agencies. Therefore, following the rationale of the Agency Development Program, it would be expected that improvements in effectiveness criteria would also be greatest for Midland and Washtenaw.

Table 18 summarizes changes what may be attributed to the Agency Development Program, ie., changes which were found in demonstration agencies and which did not occur in corresponding control agencies. Positive changes were found on six criterion variables for Midland and seven for Washtenaw. Furthermore, six of these variables were the same for both agencies. In addition, changes on five criterion variables were found for Genessee, of which four were also common to both Midland and Washtenaw and one, WIN Savings, was significant for Washtenaw but not Midland. Thus, the criteria on which changes occurred were, for the most part, uniform across the three demonstration agencies for which data were complete. This uniformity further supports the conclusion that the changes noted are due to systematic effects contributed by the Agency Development Program. No changes in criterion variables were found for Northwest District.

Table 18

Summary of Changes Attributable to
Agency Development Program

Variable	Agency[1]			
	Northwest	Midland	Genessee	Washtenaw
Climate	-	X	-	X
Applications for Assistance	-	X	-	X
Costs	-	X	X	X
WIN Program:				
Placements	-	X	X	X
Savings	-	-	X	X
Saving per placement	-	X	X	X
Medicaid Screening:				
Efficiency	-	-	-	-
Quality of referrals	-	X	-	X
Overdue Redeterminations:				
Total Program	-	X	X	X
ADC	-	-	-	-
Turnover	-	-	-	-
Absenteeism	-	-	-	-
Supervisory Functions	-	-	-	-

[1] X = Variable for which change may be attributed to Agency Development Program

Logs kept by the Agency Coordinators and other documentation of events that occurred during the demonstration year provide some useful understandings of the results. Brief summaries for demonstration agencies follow:

Midland. At the beginning of the demonstration year, climate was higher in this agency than in any other agency. Furthermore, the director apparently fully accepted the program and gave strong emphasis and support to use of the survey data for planning strategies for change. He was active in implementing the changes indicated by the surveys. Because of the director's emphasis and

and the positive climate that existed within the agency, other administrative and supervisory personnel were also actively involved in change activities and the change strategies were successfully carried through to completion. The results were further increased in a positive climate and improvements in the criteria noted in Table 18.

Washtenaw. At the beginning, climate was very poor in this agency as indicated by the initial survey results and substantiated by the coordinator's log. Little substantive strategy planning was accomplished during the initial feedback session because the entire session was marked by rather emotional recriminations and some open conflict between the director and members of the supervisory staff. Subordinate administrators and supervisors were quite resistant to the survey results and to the director's efforts to guide the planning conference. Accordingly, few meaningful plans resulted and, apparently, none of consequence were actually put into effect. This situation was repeated with respect to results of the second survey when no change was found. However, because of strong personnel unrest, midway through the demonstration year, a task force of State personnel was authorized to intervene and implement changes in a wide range of practices within the local agency. The efforts of the task force were successful as evidenced by the strong positive improvement in climate shown by the final survey. Thus, even though the agency director and supervisory staff were not effective in implementing changes, the changes indicated by the surveys were actually put into effect by the task force and their effects are evidenced by the increase in positive climate and improvement in performance on many of the effectiveness criteria.

Genessee. The climate within this agency was not especially good and did not change throughout the project. The program apparently did not receive the full support of the administrative staff and efforts of designated planning groups were abortive. Few substantive changes that would be reflected in climate scores were actually put into effect within the agency. On the other hand, certain changes in procedures directly relevant to efficiency were apparently implemented and these are what appear to be reflected in the improvements in performance noted for the criteria on which change occurred in this agency.

Northwest. Overall climate within this agency remained the same (within significance limits) throughout the project. Actually, deterioration occurred on a number of climate factors. It is difficult to evaluate the reasons for this condition because this agency is a subordinate district under the giant Wayne County agency and certain of the activities under the control of directors in other demonstration agencies are centralized in the Wayne County headquarters and, thus, may not have been subject to in-

fluence by the director of Northwest District. However, the data and the coordinator's log suggest that the director and her staff were not successful in implementing the substantive changes indicated by the survey results. Reasons for this lack of success are not entirely clear. Feedback sessions were marked by participation and responsiveness by most personnel and the initial planning which occurred in these sessions, although somewhat superficial, gave indications of being constructive and having promise for future change. Yet, most were never implemented and, certainly, no radical improvements in conditions pertinent to the program were achieved.

The above summaries provide improved understanding of the data. When administrative and supervisory personnel were well-trained in fundamentals of good management and supervision, and, most important, when active change efforts were successfully implemented, (Midland and Washtenaw), climate within the agencies improved significantly and performance effectiveness also improved on a wide range of criteria. On the other hand, when change efforts were not successfully implemented, for whatever reason, climates were not enhanced and improvements in performance were modest (Genessee) or did not occur (Northwest).

Although improvements in effectiveness did not occur in all demonstration agencies, this fact in itself argues for the feasibility and efficacy of the Agency Development Program. It appears that key elements of the program (implementation of planning and change strategies) were not effectively accomplished wihin the one agency for which no improvement was found (Northwest). These differential results suggest that it is not sufficient merely for an agency to be exposed to the Agency Development Program. In addition, all aspects of the program must be effectively implemented if genuine change is to occur.

There appear to be two principal reasons for failures to successfully

implement the change aspects of the program. The first involves a lack of commitment to use of the program by directors, administrators, and in some instances, by supervisors. The Agency Development Program rests squarely upon the concept of "self-help". Training, materials, procedures, and guidance are made available to agency staffs whose personnel desire to improve their operations. However, the ultimate responsibility for achieving change is left to the members of administrative and supervisory staffs. Of course, acceptance of such responsibility is critical for success of the program. As in any helping endeavor, the individuals being helped must have a genuine desire to change their condition. If such motivation does not exist, any change effort will have a high probability of failure.

In every agency, the key to commitment to change is the director. This concept does not originate with the Agency Development Program. It has been long recognized as a truism that successful change within an organization depends upon both the commitment and active involvement of the top management. In the present program, some directors were less than fully enthusiastic with respect to its implementation. The program anticipates the possibility of such attitudes and attempts to counter them by presenting national norms on climate measures, against which the local survey data can be compared. Thus, directors can identify areas of comparative weakness within their agencies and, if desirous of improving, can plan strategies for change. Furthermore, the training programs provide substantial evidence of the strong relationships between the so-called "climate factors" and overall agency effectiveness. However, if awareness of existing deficiencies in areas that are critical for effectiveness is

not sufficient to motivate a director to undertake change programs, little can be accomplished by a program that rests upon the fundamental premise of self-help.

Assuming the existence of motivation to improve climate and operations, the second possible reason for failure to successfully achieve improvements is inability of the managerial staff to effectively plan and implement change strategies. Planned change requires the ability to identify areas of deficiency, determine probable sources of inadequacy, plan systematic programs for corrective action, and execute such programs according to plan. The Agency Development Program provides assistance for most of these activities. Areas of deficiency are identified by the results of the personnel survey. The training programs and student source books describe many potential sources of potential inadequacy in the various areas. Similarly, the job aids are designed to assist administrators and supervisors to evaluate potential sources of deficiency. Finally, the various manuals which are included in the program materials provide guidance for planning and implementing change. Again, however, availability of the materials does not insure their use. In addition, administrators and supervisors must be motivated to use them as working resources and, most important of all, must place agency improvement high on their lists of priorities.

The matter of priorities is probably the one issue that is most critical for success of an Agency Development Program. The pressures of social service program administration are so intense that, not surprisingly, administrators find themselves in the position of constantly "fighting fires" and find it extremely difficult to assign a high priority to agency develop-

ment efforts. Yet, the results of this demonstration program indicate that the assignment of such priorities is precisely what is required. The director at Midland was able to place a high priority upon the Agency Development Program from the start. The results for this agency were highly effective. Washtenaw provides an even more dramatic example. In the early stages of the program, many daily problems were given precedence over agency development and, accordingly, the development program never really became operational. Yet, when the State task force intervened and imposed top priority to practices and procedures advocated in the Agency Development Program, significant changes in climate and effectiveness were the result. On the other hand, the Agency Development Program did not receive top priority in Genessee and was given low priority over daily operations in Northwest District.

Because success of an Agency Development Program is critically dependent upon the full commitment and active involvement of the management of any local agency in which the program is activated, its imposition upon an agency by higher levels is not recommended. Such imposition is likely to generate resistance, or, at best, minimal compliance by managers and, accordingly, success will be problematical. On the other hand, when adoption of the program by local management is voluntary, commitment and involvement by key individuals will be high and, therefore, the probability of success will be much greater.

Where participation is voluntary, accurate communication by State or Federal personnel about the program and its potential benefits becomes an important requirement. It will be essential for local managers to understand the approach and procedures of the program, its benefits, and the

requirements in terms of effort and time necessary to implement it.

Finally, the results suggest that the Agency Development Program cannot offer solutions to all of the problems that may plague a social service agency. Thus, the program alone is not likely to change a coercive and punitive management philosophy, correct inept supervision that is due to ineffective or erroneous selection and promotion procedures, or fully overcome the motivational problems created by the policy conflicts and procedural tangles characteristic of many welfare programs. On the other hand, the results indicate that effective use of the program can lead to improvements in many important areas.

CONCLUSIONS

The following conclusions are indicated by the results:

1. When used according to the provided guidance, the Agency Development Program is a feasible and useful means for improving the work contexts and operations of local social service agencies.

2. Successful implementation of the program requires considerable effort and some skill on the part of local agency management. Accordingly, local managers should be provided support in the form of consultants who are knowledgeable in use of the concepts and procedures of the program.

3. Adoption of the program by local managers should be voluntary.

4. Introduction of the program to local managers should be carefully planned and should include full and accurate communication about its benefits, procedures, and requirements.

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Appendix A

Administrator and Supervisor Training Programs

TOPIC OUTLINE

Training for Administrators

I. INTRODUCTION

A. Social Welfare Agencies as Organizations

1. Concept of organization.

2. Organizational characteristics of social welfare agencies.

B. The Effective Organization

1. Characteristics of an effective organization.

a. Operational characteristics.

b. Leader resources.

c. Personnel resources.

C. Determinants of Agency Effectiveness

1. Agency Competence.

2. The Work Context.

II. AGENCY COMPETENCE

A. Concept of Competence

1. Reality Testing.

2. Adaptability.

3. Integration.

B. Fundamental Processes

1. Information Acquisition.

2. Communicating Information.

3. Decision Making.

4. Stabilizing.

5. Communicating Implementation.

6. Taking Actions.

7. Feedback.

C. Determinants of Competence

1. Agency Structure.

2. Agency Leadership.

3. Agency Work Context.

D. Improving Agency Competence

1. Diagnosis of functioning.

2. Strategies for improving competence.

III. AGENCY WORK CONTEXT

A. Components of Work Context

B. Impacts of Work Context

1. Upon agency effectiveness.

2. Upon worker performance.

3. Upon worker attitudes.

4. Upon worker motivation.

IV. AGENCY GOALS

A. Functions of Goals

B. Effective Goals in Social Service Agencies

C. Setting Effective Goals

D. Communicating Goals Within an Agency

V. AGENCY POLICIES

A. Functions of Policies

B. Effects of Unclear Policies

C. Communicating Policies Within an Agency

VI. CONTROLLING EMPLOYEE PERFORMANCE

A. Types of Organizational Constraints

B. Effects of Constraints

C. Agency Structuring of Activities

1. Autonomy of worker.

2. Formalization and standardization.

D. Purpose of Controls

E. Managing Controls Effectively

VII. MAINTAINING A STABLE ENVIRONMENT

A. Effects of Organizational Turbulence

B. Sources of Turbulence

C. Managing Unavoidable Turbulence

D. Maintaining Stability Within an Agency

1. Enhancing feelings of security among personnel.

2. Reducing turbulence through communication.

VIII. AGENCY PRACTICES

A. Decision-Making Practices

1. Unilateral decisions, effects and uses.

2. Group decisions, effects and uses.

B. Goals-Methods Emphasis

1. Achieving balance between goals, methods, and procedures.

IX. COMMUNICATION

A. Barriers to Effective Communication

B. Problems in Downward Communication

C. Improving Downward Communication

D. Problems in Upward Communication

E. Improving Upward Communication

X. LEADING AN AGENCY

A. Formulating Goals, Purposes, and Organizational Roles

B. Developing and Maintaining an Organization

C. Promoting Organizational Performance

D. Representing the Agency

E. Developing and Managing a Staff

XI. DIAGNOSING AGENCY FUNCTIONING AND CLIMATE

A. Use of Program for Analyzing Agency Work Contexts

B. The Survey Instrument

C. Collection of Data

D. Interpretation of Results

E. Results-Based Intervention

XII. USE OF JOB AIDS

A. The Instruments

B. Interpretation of Results

C. Correcting Identified Deficiencies

TOPIC OUTLINE

Training for Supervisors

I. INTRODUCTION

A. Supervision in Social Service Agencies

B. Purpose of Supervision

1. Promotion of effective worker performance.

2. Creation of conditions conducive to performance.

C. Role of the Social Service Supervisor

II. ATTITUDES OF SOCIAL SERVICE WORKERS

A. Survey Results

1. Role perceptions.

2. Needs of workers.

3. Motivation of workers.

4. Attitudes of workers.

B. Implications

1. Relations of attributes to satisfaction and performance.

2. Impact of agency climate.

3. Contribution of supervision to agency climate.

4. Required supervisory functions.

a. Provision of support.

b. Work-group maintenance.

c. Goal facilitation.

d. Work facilitation.

e. Representation of work group.

f. Technical competence.

III. PROVIDING SUPPORT TO WORKERS

A. Conditions for Effective Worker Performance

B. Dangers of Paternalism

C. Providing Meaningful Support

IV. DEVELOPING AND MAINTAINING AN EFFECTIVE WORK GROUP

A. Characteristics of Effective Groups

B. Determinants of Effectiveness

C. Developing Effective Work Groups

V. FACILITATING GOAL ACCOMPLISHMENT

A. Personal Goals of Social Workers

B. Stimulating Excellence in Performance

VI. FACILITATING WORK PERFORMANCE

A. Problems in Worker Performance

B. Helping Workers to Perform

C. Delegation

VII. REPRESENTING THE WORK GROUP

A. Supervisors as Linkages

B. Relationships with Superiors

C. Representing the Group to the Agency

VIII. EXERCISING TECHNICAL COMPETENCE

A. Importance of Technical Competence

B. Competence and Supervision

IX. LEADERSHIP IN SUPERVISION

A. Leadership as Influence

B. Providing Effective Leadership

X. COMMUNICATION IN SUPERVISION

A. Criticality of Communication

B. Barriers to Effective Communication

C. Developing Two-Way Communication

XI. USE OF JOB AIDS

A. The Instruments

B. Interpretation of Results

C. Correcting Identified Deficiencies

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Appendix B

Agency Personnel Questionnaire

Name of Agency

AGENCY PERSONNEL QUESTIONNAIRE

This questionnaire is intended to provide you with the opportunity to express your views about a number of matters related to this agency and its work. Knowledge of your views will help agency management plan for improvements in work activities and working conditions.

If the results are to be helpful, it is important that you answer each question as thoughtfully and frankly as possible. This is not a test and there are no right and wrong answers.

Your answers will be consolidated with those of all other personnel in the agency and no one's responses will be examined separately. To insure COMPLETE CONFIDENTIALITY, please do not write your name or any other identifying information anywhere on the questionnaire.

For each item, follow the instructions and place an "X" in the box which best describes your views about the question.

	To a very little extent	To a little extent	To some extent	To a great extent	To a very great extent
1. To what extent does this agency have a real interest in the welfare and happiness of those who work here?	☐	☐	☐	☐	☐
2. To what extent are work activities well organized in this agency?	☐	☐	☐	☐	☐
3. How do you like your particular job assignment?	☐	☐	☐	☐	☐
4. How do you like working conditions within the agency?	☐	☐	☐	☐	☐
5. In any agency, problems are bound to arise from time to time. When these problems occur, to what extent are they handled well?	☐	☐	☐	☐	☐
6. How clear are you about the goals of your agency?	☐	☐	☐	☐	☐
7. How clear are you about how agency goals apply to the things you do in your job?	☐	☐	☐	☐	☐
8. To what extent does this agency have clear-cut, reasonable goals and objectives.	☐	☐	☐	☐	☐
9. To what extent are the goals of this agency realistic, that is, can the goals ever actually be accomplished?	☐	☐	☐	☐	☐
10. How clear are you concerning the policies of this agency?	☐	☐	☐	☐	☐
11. How clear are you about how agency policies apply to your work?	☐	☐	☐	☐	☐

	To a very little extent	To a little extent	To some extent	To a great extent	To a very great extent
12. To what extent are policies and procedures clearly spelled out so that everyone understands them in the same way?	☐	☐	☐	☐	☐
13. To what extent do you agree with the policies and general administrative practices of your agency?	☐	☐	☐	☐	☐
14. To what extent are persons who make decisions aware of problems, especially those problems at lower levels in the agency?	☐	☐	☐	☐	☐
15. To what extent are decisions made at those levels in the agency where the most adequate and accurate information is available?	☐	☐	☐	☐	☐
16. When decisions are made, to what extent are people in the agency who will be affected asked for their ideas?	☐	☐	☐	☐	☐
17. In this agency, to what extent are customary work methods and procedures disregarded in client emergency situations?	☐	☐	☐	☐	☐
18. In situations where it is necessary for a worker to ignore or circumvent an agency rule to help a client, to what extent are supervisors and administrators willing to recognize that it is necessary?	☐	☐	☐	☐	☐
19. In this agency, how much emphasis is placed upon always using good social work methods when working with clients?	☐	☐	☐	☐	☐

	To a very little extent	To a little extent	To some extent	To a great extent	To a very great extent
20. In this agency, how much emphasis is placed on following agency rules and procedures?	☐	☐	☐	☐	☐
21. To what extent are personnel in the agency provided with all of the information needed to do their jobs?	☐	☐	☐	☐	☐
22. How accurate is the information that is usually communicated?	☐	☐	☐	☐	☐
23. To what extent is information about changes in policies and procedures passed on promptly and quickly?	☐	☐	☐	☐	☐
24. To what extent are agency personnel kept informed as to how well the agency is accomplishing its goals?	☐	☐	☐	☐	☐
25. To what extent are people in the agency kept informed about community events and issues that could impact on the work?	☐	☐	☐	☐	☐
26. To what extent are people in the agency kept informed about other agencies in the community, what they do, and who they will accept as clients?	☐	☐	☐	☐	☐
27. To what extent do workers know as much as they need to about how this agency operates?	☐	☐	☐	☐	☐
28. To what extent are you kept informed when changes in the agency are to be made which affect your job?	☐	☐	☐	☐	☐
29. To what extent do workers know where they stand with their supervisors?	☐	☐	☐	☐	☐

80

70

	To a very little extent	To a little extent	To some extent	To a great extent	To a very great extent
30. To what extent could workers in this agency do a better job if their supervisors let them know more about what is going on?	☐	☐	☐	☐	☐
31. To what extent are you told what you need to know in order to be able to tell if you are doing your job in a satisfactory way?	☐	☐	☐	☐	☐
32. To what extent do supervisors in this agency offer new ideas for solving job-related problems?	☐	☐	☐	☐	☐
33. To what extent do agency administrators talk to workers about work problems?	☐	☐	☐	☐	☐
34. To what extent do administrators and supervisors make special efforts to give out information which employees would like to have about what is happening in the agency?	☐	☐	☐	☐	☐
To what extent do people in the agency exchange ideas or share information about each of the following:					
35. What is happening in the agency?	☐	☐	☐	☐	☐
36. Clients?	☐	☐	☐	☐	☐
37. What is happening in the community?	☐	☐	☐	☐	☐
38. Changes in agency operations and practices?	☐	☐	☐	☐	☐
39. Ways for handling work-related problems?	☐	☐	☐	☐	☐

	To a very little extent	To a little extent	To some extent	To a great extent	To a very great extent
40. How much do you communicate with your boss for the purpose of consulting with him (her) about cases or other work problems?	☐	☐	☐	☐	☐
41. How much do you communicate with your boss for the purpose of giving him (her) information concerning things he needs to know about?	☐	☐	☐	☐	☐
42. To what extent is your supervisor willing to listen to your problems?	☐	☐	☐	☐	☐
43. To what extent does your supervisor maintain high standards of performance for workers in his group?	☐	☐	☐	☐	☐
44. To what extent does your supervisor show you how to improve your performance?	☐	☐	☐	☐	☐
45. To what extent does your supervisor encourage the persons who work for him (her) to work as a team?	☐	☐	☐	☐	☐
46. To what extent does your supervisor have influence with his superiors when it comes to representing his workers or his group?	☐	☐	☐	☐	☐
47. To what extent does your supervisor handle well the technical side of his job (regulations, procedures, methods, etc.)?	☐	☐	☐	☐	☐
48. To what extent do you feel that your supervisor has confidence and trust in you?	☐	☐	☐	☐	☐

	To a very little extent	To a little extent	To some extent	To a great extent	To a very great extent
49. How much does your supervisor encourage people to give their best efforts?	☐	☐	☐	☐	☐
50. To what extent does your supervisor provide the help you need for solving job-related problems?	☐	☐	☐	☐	☐
51. To what extent does your supervisor encourage his personnel to exchange opinions and ideas?	☐	☐	☐	☐	☐
52. To what extent will your supervisor back up your actions with his superiors in the agency?	☐	☐	☐	☐	☐
53. When a tough problem comes up, does your supervisor have the technical "know how" to solve it?	☐	☐	☐	☐	☐
54. How do the members of your work group get along together?	☐	☐	☐	☐	☐
55. How do the members of your work group stick together?	☐	☐	☐	☐	☐
56. To what extent do members of your work group help each other on the job?	☐	☐	☐	☐	☐
57. To what extent is there a feeling of solidarity among the members of your work group?	☐	☐	☐	☐	☐
58. To what extent do the members of your work group feel it is important to do the best possible job in everything they do?	☐	☐	☐	☐	☐
59. To what extent do the members of your work group feel it is important to turn out as much work as possible every day?	☐	☐	☐	☐	☐

	To a very little extent	To a little extent	To some extent	To a great extent	To a very great extent
60. To what extent do the personnel of your agency change frequently?	☐	☐	☐	☐	☐
61. To what extent do the policies of the agency change frequently?	☐	☐	☐	☐	☐
62. To what extent do procedures for doing your job change frequently?	☐	☐	☐	☐	☐
63. To what extent do methods used in performing your job change frequently?	☐	☐	☐	☐	☐
64. To what extent do people in this agency feel secure about their jobs?	☐	☐	☐	☐	☐
65. To what extent are people in this agency fearful of being punished if they make a mistake or do something wrong?	☐	☐	☐	☐	☐
66. In this agency, to what extent are threats or coercion used to keep people in line?	☐	☐	☐	☐	☐
To what extent do you have freedom when it comes to each of the activities listed below?					
67. Providing assistance to clients.	☐	☐	☐	☐	☐
68. Allocating payments or benefits to clients.	☐	☐	☐	☐	☐
69. How you spend your time on the job?	☐	☐	☐	☐	☐
70. Choosing the methods that you use in your work.	☐	☐	☐	☐	☐
71. The handling of cases or clients.	☐	☐	☐	☐	☐

	To a very little extent	To a little extent	To some extent	To a great extent	To a very great extent
You may be satisfied with some things about your work and dissatisfied with others. To what extent are you satisfied with each of the following things:					
72. Your overall work situation.	☐	☐	☐	☐	☐
73. The kind of work you do (e.g., intake, eligibility determination, child welfare, casework, etc.).	☐	☐	☐	☐	☐
74. The pay which you receive.	☐	☐	☐	☐	☐
75. Working conditions in the agency.	☐	☐	☐	☐	☐
76. Your supervisor.	☐	☐	☐	☐	☐
77. Your fellow workers.	☐	☐	☐	☐	☐
78. Your specific job assignment.	☐	☐	☐	☐	☐
79. Your agency in general.	☐	☐	☐	☐	☐
80. The potential for personal growth and achievement which your job offers.	☐	☐	☐	☐	☐
81. To what extent do you feel that your job is challenging, that is, does it challenge your abilities and allow you to show your competence?	☐	☐	☐	☐	☐
82. If you could begin working over again, but in the same occupation as you are in now, to what extent would you be likely to choose this agency as a place to work?	☐	☐	☐	☐	☐

	To a very little extent	To a little extent	To some extent	To a great extent	To a very great extent
83. To what extent are there things about working here (people, policies, or conditions) that encourage you to work hard?	☐	☐	☐	☐	☐
84. How much do you look forward to coming to work each day?	☐	☐	☐	☐	☐
85. To what extent are you highly motivated to perform the regular duties of your job?	☐	☐	☐	☐	☐
86. To what extent are you motivated to meet all of your agency's requirements for performing your job?	☐	☐	☐	☐	☐
87. How important is it to you to do the very best job possible in everything you do?	☐	☐	☐	☐	☐
88. How important is it to you to turn out as much work as possible every day?	☐	☐	☐	☐	☐
89. To what extent are you motivated to promote cooperation between yourself and other personnel in the agency?	☐	☐	☐	☐	☐
90. To what extent do you do things outside of working hours that help you do your job better, such as reading social work literature, taking night classes, etc?	☐	☐	☐	☐	☐
91. Even though it may not be a part of your job, to what extent do you feel you should make suggestions to improve agency methods, procedures, and policies?	☐	☐	☐	☐	☐

	To a very little extent	To a little extent	To some extent	To a great extent	To a very great extent
92. To what extent are you clear about the requirements of your job?	☐	☐	☐	☐	☐
93. To what extent are you clear about how much freedom you have in performing your job or the amount of authority you have?	☐	☐	☐	☐	☐
94. How clear are you about the amount of work you are expected to do?	☐	☐	☐	☐	☐
95. How clear are you about the policies of the agency that govern your work?	☐	☐	☐	☐	☐
To what extent do you have difficulty in adequately performing the following tasks:					
96. Referring clients to other agencies and coordinating the services of your agency with the services of other agencies.	☐	☐	☐	☐	☐
97. Keeping up with paperwork requirements.	☐	☐	☐	☐	☐
98. Maintaining records such as number of contacts, miles traveled, personal visits to homes, use of time, etc.	☐	☐	☐	☐	☐
99. Client processing--includes interviewing clients and determining eligibility.	☐	☐	☐	☐	☐
100. Intake procedures, including the obtaining of necessary information and giving information about financial assistance.	☐	☐	☐	☐	☐

	To a very little extent	To a little extent	To some extent	To a great extent	To a very great extent
101. Providing assistance to eligible clients, to include provision of services.	☐	☐	☐	☐	☐
102. To what extent was any training you have received adequate to prepare you to perform your present job?	☐	☐	☐	☐	☐

103. Check the statement that best describes the adequacy of your output on your present job.

- ☐ In terms of output, my performance is well below average. 1
- ☐ In terms of output, my performance is below average. 2
- ☐ In terms of output, my performance is average. 3
- ☐ In terms of output, my performance is above average. 4
- ☐ In terms of output, my performance is outstanding. 5

104. Check the statement that best describes the quality of your work on your present job.

- ☐ The quality of my work is well below average. 1
- ☐ The quality of my work is below average. 2
- ☐ The quality of my work is average. 3
- ☐ The quality of my work is above average. 4
- ☐ The quality of my work is outstanding. 5

105. How successful is your agency in achieving its goals?

1	2	3	4	5
☐	☐	☐	☐	☐
Not successful at all	Not very successful	Somewhat successful	Quite successful	Highly successful

106. Indicate the statement that best describes the adequacy with which your agency performs its mission <u>in comparison with other agencies</u> performing similar kinds of services?

☐ This agency's performance is well below average. 1

☐ This agency's performance is below average. 2

☐ This agency's performance is about average. 3

☐ This agency's performance is above average. 4

☐ This agency's performance is well above average. 5

Acquiring Information

Agencies such as yours need to obtain information from a number of sources outside the organization. For example, information may be acquired from clients; other social service agencies; the community, local, state, or national governments; higher headquarters; etc. Information may also need to be acquired from within the organization, such as information about general conditions within the agency itself. To be useful, the information acquired must be complete, accurate, and relevant.

How effective is your agency at acquiring information from each of the following sources?

107. From clients:

1	2	3	4	5
☐	☐	☐	☐	☐
Not effective at all	Not very effective	Somewhat effective	Very effective	Extremely effective

108. From the community:

1	2	3	4	5
☐	☐	☐	☐	☐
Not effective at all	Not very effective	Somewhat effective	Very effective	Extremely effective

109. From other social service agencies:

1	2	3	4	5
☐	☐	☐	☐	☐
Not effective at all	Not very effective	Somewhat effective	Very effective	Extremely effective

110. From professional societies, journals, etc., concerning new developments in the profession:

1	2	3	4	5
☐	☐	☐	☐	☐

111. From local, state, or federal governments:

1	2	3	4	5
☐	☐	☐	☐	☐
Not effective at all	Not very effective	Somewhat effective	Very effective	Extremely effective

112. From within the agency itself:

1	2	3	4	5
☐	☐	☐	☐	☐
Not effective at all	Not very effective	Somewhat effective	Very effective	Extremely effective

113. From higher agency headquarters:

1	2	3	4	5
☐	☐	☐	☐	☐
Not effective at all	Not very effective	Somewhat effective	Very effective	Extremely effective

114. How much <u>emphasis</u> does your agency place upon the acquiring of information?

1	2	3	4	5
☐	☐	☐	☐	☐
No emphasis	Little emphasis	Some emphasis	Quite a bit of emphasis	Very much emphasis

<u>Communicating Information</u>

An agency often needs to communicate the information which it acquires to those members of the agency who need it. The adequacy with which information is communicated involves (1) whether it is transmitted at all, (2) whether it is passed along to <u>all</u> those who need it, (3) how accurately it is communicated, and (4) how quickly or promptly it is transmitted.

115. How <u>effective</u> is your agency in communicating the information it acquires?

1	2	3	4	5
☐	☐	☐	☐	☐
Not effective at all	Not very effective	Somewhat effective	Very effective	Extremely effective

116. How much emphasis does your agency place upon communication of the information which is acquired?

1	2	3	4	5
☐	☐	☐	☐	☐
No emphasis	Little emphasis	Some emphasis	Quite a bit of emphasis	Very much emphasis

Decision Making

This is the activity through which people determine what actions to take and how to meet work problems. Effective decision making involves (1) proper use of available information, (2) consideration of alternative courses of action, (3) selection of a course of action which is workable and which will accomplish the desired goals, and (4) avoidance of unnecessary strain or disturbance of other organizational functions.

117. How effective is decision making in your agency?

1	2	3	4	5
☐	☐	☐	☐	☐
Not effective at all	Not very effective	Somewhat effective	Very effective	Extremely effective

118. How much emphasis does your agency place upon making good decisions?

1	2	3	4	5
☐	☐	☐	☐	☐
No emphasis	Little emphasis	Some emphasis	Quite a bit of emphasis	Very much emphasis

Stabilizing Actions

When decisions are made within an agency, the changes that result may cause instability or disruption within the agency itself. Stabilizing actions are actions taken by an agency to counteract or prevent internal disruption or excessive turbulence within the organization.

The performance of effective stabilizing actions involves (1) timely and accurate identification of potential causes of turbulence in the agency and (2) planning and carrying out actions which successfully prevent turbulence.

119. How effective is your agency at performing stabilizing actions?

1	2	3	4	5
☐	☐	☐	☐	☐
Not effective at all	Not very effective	Somewhat effective	Very effective	Extremely effective

120. How much emphasis does your agency place upon planning and performing actions to maintain the stability of the organization?

1	2	3	4	5
☐	☐	☐	☐	☐
No emphasis	Little emphasis	Some emphasis	Quite a bit of emphasis	Very much emphasis

Communicating Instructions and Orders

When decisions are made, these decisions and the actions required usually need to be communicated to personnel who actually have to carry out the actions. This includes communication of the instructions and orders which are necessary in putting the decisions into effect. Performing this activity effectively involves (1) translating decisions into clear orders and instructions and (2) accurate and timely communication of the instructions to people who have to carry them out.

121. How effective is your agency at communicating instructions and orders?

1	2	3	4	5
☐	☐	☐	☐	☐
Not effective at all	Not very effective	Somewhat effective	Very effective	Extremely effective

122. How much emphasis does your agency place upon communicating instructions and orders?

1	2	3	4	5
☐	☐	☐	☐	☐
No emphasis	Little emphasis	Some emphasis	Quite a bit of emphasis	Very much emphasis

Actions

These are the actions which are performed within an agency to get the work done and to accomplish agency goals. Actions may include the delivery of services, counseling, and other activities for which the agency exists; however, they also include the other types of actions that are performed to achieve objectives and keep the agency in operation.

What we are interested in here is how good the agency is in executing all types of actions. The effectiveness of actions depends not only on how well they are performed, but also on how appropriate the actions are in handling problems, and how well they fit together with other agency activities.

123. How effective is your agency in performing actions?

1	2	3	4	5
☐	☐	☐	☐	☐
Not effective at all	Not very effective	Somewhat effective	Very effective	Extremely effective

124. How much emphasis does your agency place upon good execution of actions?

1	2	3	4	5
☐	☐	☐	☐	☐
No emphasis	Little emphasis	Some emphasis	Quite a bit of emphasis	Very much emphasis

Feedback

An agency may make an effort to obtain information about the results of its activities and actions which it has taken. Feedback includes not only the obtaining of this kind of information but also its evaluation and use in improving future operations. The usefulness of feedback may depend on (1) the completeness, timeliness, and accuracy of the information obtained by the agency concerning the results of its actions and (2) the use made of this information to determine why actions were successful or unsuccessful.

125. How effective is your agency in obtaining and using feedback information?

1	2	3	4	5
☐	☐	☐	☐	☐
Not effective at all	Not very effective	Somewhat effective	Very effective	Extremely effective

126. How much emphasis does your agency place upon obtaining and using feedback information?

1	2	3	4	5
☐	☐	☐	☐	☐
No emphasis	Little emphasis	Some emphasis	Quite a bit of emphasis	Very much emphasis

Appendix C

Work Context Factors

Communication

Adequacy of Communication - The adequacy with which available information is transmitted to those who need it.

Supervisory Communication - The extent to which organizational superiors communicate with subordinates concerning their performance, agency operations, work problems, and events in the agency.

Communication: Information Sharing - The extent to which information is shared among personnel within the agency.

Upward Communication - The extent to which subordinates communicate with their superiors for consultation and information transmission.

Perceptions of Agency

Agency Goals - The extent to which personnel understand the objectives of the agency and implications of goals for their work activities.

Goals Emphasis - The extent to which emphasis is placed upon the accomplishment of agency goals, in contrast to solely adherence to procedures.

Methods Emphasis - The extent to which emphasis is placed upon use of good social work methods within the agency.

Agency Policies - The extent to which personnel clearly understand agency policies and their implications for work activities.

Agency Decision Practices - The extent to which decisions are made at levels possessing the most information about them and the extent to which personnel are consulted about decisions that affect them.

Attitudes Toward Work and the Agency

Attitudes toward Agency - The extent to which personnel evaluate favorably a number of specific aspects of the agency and the work.

Satisfaction (Global) - Ratings of personnel concerning overall satisfaction with their general work situation.

Satisfaction (Component) - Satisfaction of personnel with the following specific components: work, pay, job, agency, fellow employees, potential for personal growth, supervisor, and working conditions.

Motivation

Role Prescribed Motivation - The extent to which personnel are motivated to meet the requirements of their jobs.

Extra-Role Motivation - The extent to which personnel express motivation for behavior above and beyond the minimal requirements of their jobs.

System Attraction Motivation - The extent to which personnel are attracted to the agency and motivated to remain a part of it.

Job Challenge - The extent to which personnel feel their jobs are challenging and provide opportunities to demonstrate competence.

Role Perceptions

Role Clarity - The extent to which personnel possess clear understandings of the requirements of their jobs, the latitude permitted in their jobs, the performance expectations of their supervisors, and the expectations of individuals superior to their supervisors.

Role Overload - The extent to which personnel experience difficulties in meeting the various job demands placed upon them.

Perceptions of Work Group

Group Relations - The extent of feelings of solidarity and cohesiveness present within primary work groups and of feelings of security and cooperation among members of primary work groups.

Group Performance Norms - The extent to which high quality and quantity of work is valued by members of primary work group.

Autonomy

Autonomy - The extent to which personnel perceive that they are permitted appropriate amounts of latitude in decisions and actions pertaining to their jobs.

Stability of Work Environment

Stability-Turbulence - The extent to which personnel perceive an absence of turbulence (excessive change) within the agency.

Employment Security - The extent of job security perceived by personnel.

Emotional Security - The perceived absence of threat, coercion, and punitiveness within the agency.

Performance

Adequacy of Own Performance - Evaluations by individual personnel of the adequacy of their own performance.

Adequacy of Agency Performance - The adequacy with which the agency performs its mission in comparison with other agencies, as perceived by the personnel.

Training

Adequacy of Training - The extent to which personnel feel that they have been adequately trained to perform their current jobs.

Supervision

Supervision - Perceptions of personnel concerning the adequacy of leadership behavior of organizational superiors.

Organizational Competence

Sensing - The perceived effectiveness of the agency in obtaining accurate and relevant information about conditions within the agency and about the needs, requirements, and attitudes of the community, clients, other pertinent agencies, and higher-level agencies.

Communicating Information - The effectiveness with which sensed information is transmitted within the agency.

Decision Making - The effectiveness, appropriateness, and timliness with which decisions are made within the agency.

Stabilizing - The effectiveness, appropriateness, and timeliness with which actions are taken to prevent within-agency turbulence that may result from changed work requirements.

Communicating Instructions and Orders -	The effectiveness with which decisions and requirements leading from decisions are transmitted within the agency to those individuals and groups who must execute them.
Actions -	The effectiveness of actions taken by the agency.
Feedback -	The effectiveness with which the agency obtains data about the results of its actions, evaluates these data, and adjusts its operations to improve the effectiveness of future activities.

Appendix D

Work Context Factor Scores

Work Context Factor Scores

Before and After Agency Development Program

Factor Category	Factor	Before	After	t	p
	Ionia County				
Communication	Adequacy of Communication	2.72	3.19	2.86	<.01
	Supervisory Communication	2.86	3.26	2.82	<.01
	Communication; Information Sharing	3.01	3.37	2.12	<.05
	Upward Communication	3.14	3.39	1.34	NS
Perception of Agency	Agency Goals	3.24	3.47	1.42	NS
	Goals Emphasis	2.95	3.20	1.54	NS
	Methods Emphasis	3.37	3.80	2.93	<.01
	Agency Policies	3.07	3.37	2.02	<.05
	Agency Decision Practices	2.62	3.03	2.10	<.05
Attitudes Toward Work & Agency	Attitudes Toward Agency	3.42	3.44	0.15	NS
	Satisfaction (Global)	3.59	3.45	0.70	NS
	Satisfaction (Component)	3.62	3.62	0.01	NS
Motivation	Role Prescribed (Motivation)	3.69	3.73	0.25	NS
	Extra Role Motivation	3.22	3.38	1.02	NS
	System Attraction Motivation	3.42	3.35	0.38	NS
	Job Challenge	3.48	3.63	0.69	NS
Role Perceptions	Role Clarity	3.31	3.55	1.36	NS
	Role Overload	2.10	2.20	0.63	NS
Perceptions of Work Group	Group Relations (Atmosphere)	3.91	3.58	1.85	NS
	Group Performance Norms	3.33	3.41	0.38	NS
Autonomy	Autonomy	3.31	3.49	1.18	NS
Stability of Work Environment	Stability-Turbulence	3.05	2.91	0.86	NS
	Employment Security	3.59	3.45	0.73	NS
	Emotional Security	2.19	3.70	0.59	NS
Performance	Adequacy of Own Performance	3.62	3.76	1.11	NS
	Adequacy of Agency Performance	3.49	3.68	1.43	NS
Training	Adequacy of Training	2.52	2.55	0.12	NS
Supervision	Supervision	3.10	3.42	1.63	NS
Organizational Competence	Sensing	3.19	3.31	1.03	NS
	Communicating Information	3.28	3.35	0.38	NS
	Decision Making	3.37	3.44	0.37	NS
	Stabilizing	3.10	3.21	0.67	NS
	Communicating Instructions & Orders	3.24	3.70	2.89	<.01
	Actions	3.55	3.63	0.61	NS
	Feedback	3.09	3.22	0.78	NS

Work Context Factor Scores

Before and After Agency Development Program

Factor Category	Factor	Before	After	t	p
	Midland County				
Communication	Adequacy of Communication	3.19	3.49	2.47	<.05
	Supervisory Communication	3.14	3.40	2.38	<.05
	Communication; Information Sharing	3.09	3.51	3.24	<.01
	Upward Communication	3.36	3.50	0.64	NS
Perception of Agency	Agency Goals	3.21	3.40	1.42	NS
	Goals Emphasis	3.00	3.28	1.74	NS
	Methods Emphasis	3.54	3.72	1.55	NS
	Agency Policies	3.24	3.43	1.62	NS
	Agency Decision Practices	2.95	3.38	2.79	<.01
Attitudes Toward Work & Agency	Attitudes Toward Agency	3.48	3.66	1.53	NS
	Satisfaction (Global)	3.44	3.74	1.90	NS
	Satisfaction (Component)	3.61	3.71	0.82	NS
Motivation	Role Prescribed (Motivation)	3.72	3.92	1.61	NS
	Extra Role Motivation	3.25	3.34	0.77	NS
	System Attraction Motivation	3.33	3.32	0.05	NS
	Job Challenge	3.28	3.71	2.32	<.05
Role Perceptions	Role Clarity	3.61	3.89	2.25	<.05
	Role Overload	2.36	2.27	0.64	NS
Perceptions of Work Group	Group Relations (Atmosphere)	3.73	3.59	0.91	NS
	Group Performance Norms	3.29	3.44	0.95	NS
Autonomy	Autonomy	3.35	3.70	2.73	<.01
Stability of Work Environment	Stability-Turbulence	3.11	3.07	0.25	NS
	Employment Security	3.52	3.69	1.06	NS
	Emotional Security	1.57	1.62	0.42	NS
Performance	Adequacy of Own Performance	3.62	3.71	0.79	NS
	Adequacy of Agency Performance	3.61	3.78	1.29	NS
Training	Adequacy of Training	2.20	2.51	1.61	NS
Supervision	Supervision	3.70	3.87	1.19	NS
Organizational Competence	Sensing	3.28	3.48	2.37	<.05
	Communicating Information	3.53	3.66	1.04	NS
	Decision Making	3.66	3.83	1.37	NS
	Stabilizing	3.34	3.47	0.89	NS
	Communicating Instructions & Orders	3.57	3.79	2.01	<.05
	Actions	3.70	3.78	0.78	NS
	Feedback	3.12	3.51	2.92	<.01

Work Context Factor Scores

Before and After Agency Development Program

Factor Category	Factor	Before	After	t	p
	Genessee County				
Communication	Adequacy of Communication	2.40	2.39	0.14	NS
	Supervisory Communication	2.64	2.67	0.90	NS
	Communication; Information Sharing	2.56	2.62	1.02	NS
	Upward Communication	3.29	3.36	0.99	NS
Perception of Agency	Agency Goals	2.79	2.70	1.35	NS
	Goals Emphasis	2.50	2.68	3.00	<.01
	Methods Emphasis	3.29	3.29	0.11	NS
	Agency Policies	2.66	2.58	1.48	NS
	Agency Decision Practices	1.86	1.89	0.52	NS
Attitudes Toward Work & Agency	Attitudes Toward Agency	2.66	2.70	0.60	NS
	Satisfaction (Global)	2.93	3.09	2.05	<.05
	Satisfaction (Component)	3.23	3.27	0.77	NS
Motivation	Role Prescribed (Motivation	3.67	3.60	1.24	NS
	Extra Role Motivation	3.19	3.17	0.43	NS
	System Attraction Motivation	2.74	2.74	0.01	NS
	Job Challenge	3.11	3.12	0.11	NS
Role Perceptions	Role Clarity	3.38	3.37	0.24	NS
	Role Overload	2.35	2.38	0.59	NS
Perceptions of Work Group	Group Relations (Atmosphere)	3.70	3.70	0.11	NS
	Group Performance Norms	3.31	3.44	1.91	NS
Autonomy	Autonomy	3.09	3.11	0.21	NS
Stability of Work Environment	Stability-Turbulence	3.56	3.78	3.53	<.001
	Employment Security	2.87	2.82	0.57	NS
	Emotional Security	2.81	2.95	1.74	NS
Performance	Adequacy of Own Performance	3.76	3.83	1.50	NS
	Adequacy of Agency Performance	2.92	3.05	2.46	<.05
Training	Adequacy of Training	2.54	2.46	1.04	NS
Supervision	Supervision	3.39	3.48	1.55	NS
Organizational Competence	Sensing	2.95	2.92	0.55	NS
	Communicating Information	2.85	2.88	0.51	NS
	Decision Making	2.91	2.86	0.70	NS
	Stabilizing	2.44	2.56	1.90	NS
	Communicating Instructions & Orders	2.94	2.91	0.54	NS
	Actions	3.04	3.04	0.10	NS
	Feedback	2.45	2.51	0.90	NS

Work Context Factor Scores

Before and After Agency Development Program

Factor Category	Factor	Before	After	t	p
	Washtenaw County				
Communication	Adequacy of Communication	2.12	2.50	4.50	<.001
	Supervisory Communication	2.53	2.91	5.37	<.001
	Communication; Information Sharing	2.59	2.84	2.60	<.05
	Upward Communication	3.39	3.49	1.02	NS
Perception of Agency	Agency Goals	2.57	2.86	2.67	<.01
	Goals Emphasis	2.73	2.84	1.00	NS
	Methods Emphasis	2.93	3.31	4.51	<.001
	Agency Policies	2.52	2.78	3.03	<.01
	Agency Decision Practices	1.72	2.23	4.91	<.001
Attitudes Toward Work & Agency	Attitudes Toward Agency	2.39	2.78	4.43	<.001
	Satisfaction (Global)	2.84	3.04	1.53	NS
	Satisfaction (Component)	3.14	3.18	0.48	NS
Motivation	Role Prescribed (Motivation)	3.55	3.59	0.48	NS
	Extra Role Motivation	3.22	3.19	0.34	NS
	System Attraction Motivation	2.50	2.74	2.08	<.05
	Job Challenge	2.62	2.96	2.25	<.05
Role Perceptions	Role Clarity	3.25	3.48	2.54	<.05
	Role Overload	2.39	2.40	0.15	NS
Perceptions of Work Group	Group Relations (Atmosphere)	3.55	3.63	0.63	NS
	Group Performance Norms	3.09	3.42	3.06	<.01
Autonomy	Autonomy	3.17	3.31	1.52	NS
Stability of Work Environment	Stability-Turbulence	3.60	3.55	0.46	NS
	Employment Security	3.17	3.07	0.77	NS
	Emotional Security	2.87	2.83	0.35	NS
Performance	Adequacy of Own Performance	3.89	3.92	0.38	NS
	Adequacy of Agency Performance	2.62	2.98	4.47	<.001
Training	Adequacy of Training	2.30	2.51	1.52	NS
Supervision	Supervision	3.25	3.55	2.93	<.01
Organizational Competence	Sensing	2.73	2.89	2.66	<.01
	Communicating Information	2.49	2.84	4.40	<.001
	Decision Making	2.59	2.97	4.35	<.001
	Stabilizing	2.03	2.61	6.12	<.001
	Communicating Instructions & Orders	2.60	3.02	4.69	<.001
	Actions	2.82	3.09	3.29	<.001
	Feedback	2.08	2.63	5.48	<.001

Work Context Factor Scores

Before and After Agency Development Program

Factor Category	Factor	Before	After	t	p
	Southwest District, Wayne County				
Communication	Adequacy of Communication	2.43	2.42	0.11	NS
	Supervisory Communication	2.88	2.89	0.09	NS
	Communication; Information Sharing	2.87	2.83	0.33	NS
	Upward Communication	3.56	3.50	0.54	NS
Perception of Agency	Agency Goals	2.89	2.86	0.23	NS
	Goals Emphasis	2.58	2.64	0.63	NS
	Methods Emphasis	3.40	3.45	0.55	NS
	Agency Policies	2.97	2.94	0.35	NS
	Agency Decision Practices	2.12	2.16	0.36	NS
Attitudes Toward Work & Agency	Attitudes Toward Agency	2.88	2.60	3.03	<.01
	Satisfaction (Global)	2.99	2.92	0.48	NS
	Satisfaction (Component)	3.22	3.06	1.81	NS
Motivation	Role Prescribed (Motivation)	3.80	3.69	1.23	NS
	Extra Role Motivation	3.53	3.46	0.87	NS
	System Attraction Motivation	3.01	2.79	1.97	<.05
	Job Challenge	3.20	2.93	1.94	NS
Role Perceptions	Role Clarity	3.64	3.65	0.20	NS
	Role Overload	2.29	2.39	0.96	NS
Perceptions of Work Group	Group Relations (Atmosphere)	3.74	3.54	1.81	NS
	Group Performance Norms	3.39	3.34	0.39	NS
Autonomy	Autonomy	3.33	3.29	0.38	NS
Stability of Work Environment	Stability-Turbulence	3.43	3.59	1.62	NS
	Employment Security	3.34	3.06	2.45	<.05
	Emotional Security	2.16	2.42	2.29	<.05
Performance	Adequacy of Own Performance	3.83	3.98	1.85	NS
	Adequacy of Agency Performance	3.06	2.95	1.11	NS
Training	Adequacy of Training	2.53	2.34	1.40	NS
Supervision	Supervision	3.70	3.48	1.93	NS
Organizational Competence	Sensing	2.94	2.91	0.35	NS
	Communicating Information	2.90	2.93	0.36	NS
	Decision Making	3.02	3.05	0.31	NS
	Stabilizing	2.67	2.77	0.93	NS
	Communicating Instructions & Orders	3.11	3.08	0.24	NS
	Actions	3.19	3.10	0.91	NS
	Feedback	2.72	2.77	0.48	NS

Work Context Factor Scores

Before and After Agency Development Program

Factor Category	Factor	Before	After	t	p
	Northwest District, Wayne County				
Communication	Adequacy of Communication	2.12	2.03	1.08	NS
	Supervisory Communication	2.68	2.63	0.59	NS
	Communication; Information Sharing	2.53	2.37	1.71	NS
	Upward Communication	3.41	3.16	2.47	<.05
Perception of Agency	Agency Goals	2.75	2.44	3.31	<.001
	Goals Emphasis	2.58	2.44	1.47	NS
	Methods Emphasis	3.25	2.99	2.60	<.05
	Agency Policies	2.74	2.44	3.62	<.001
	Agency Decision Practices	1.93	1.88	0.56	NS
Attitudes Toward Work & Agency	Attitudes Toward Agency	2.42	2.17	3.39	<.001
	Satisfaction (Global)	2.64	2.27	3.13	<.01
	Satisfaction (Component)	2.97	2.79	2.51	<.05
Motivation	Role Prescribed (Motivation)	3.63	3.28	3.67	<.001
	Extra Role Motivation	3.43	3.22	2.73	<.01
	System Attraction Motivation	2.79	2.42	3.52	<.001
	Job Challenge	2.88	2.64	1.80	NS
Role Perceptions	Role Clarity	3.37	3.11	2.80	<.01
	Role Overload	2.35	2.42	0.70	NS
Perceptions of Work Group	Group Relations (Atmosphere)	3.71	3.67	0.49	NS
	Group Performance Norms	3.33	3.18	1.47	NS
Autonomy	Autonomy	3.17	3.01	1.83	NS
Stability of Work Environment	Stability-Turbulence	3.69	3.77	0.83	NS
	Employment Security	3.01	2.76	2.02	<.05
	Emotional Security	2.22	2.39	1.61	NS
Performance	Adequacy of Own Performance	3.89	3.82	0.97	NS
	Adequacy of Agency Performance	2.83	2.67	1.97	NS
Training	Adequacy of Training	2.48	2.37	0.88	NS
Supervision	Supervision	3.37	3.28	0.92	NS
Organizational Competence	Sensing	2.81	2.63	2.57	<.05
	Communicating Information	2.68	2.56	1.41	NS
	Decision Making	2.88	2.62	2.99	<.01
	Stabilizing	2.48	2.42	0.67	NS
	Communicating Instructions & Orders	2.75	2.61	1.44	NS
	Actions	3.00	2.72	3.26	<.001
	Feedback	2.40	2.39	0.10	NS